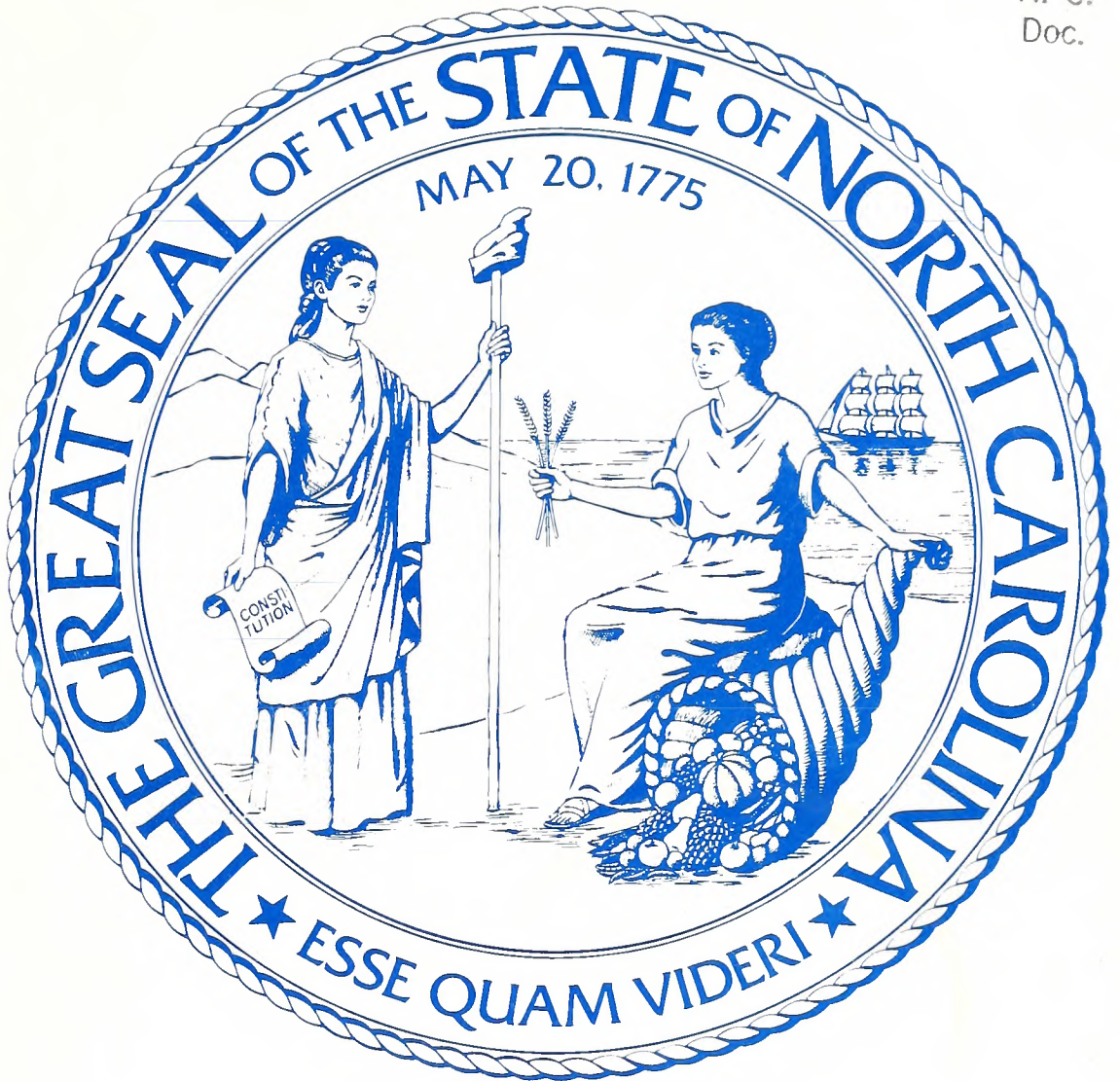


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THE  
STATUS OF WOMEN  
IN  
NORTH CAROLINA



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# The Status of Women in North Carolina

Presented to the 1975 North Carolina General Assembly

From the North Carolina Commission  
on the Education and Employment of Women

1974

First Edition

The role of women in the development of North Carolina has changed greatly in the past 200 years. During that time many other changes have occurred, including the progressive development of the Great Seal of the State of North Carolina. We have chosen to symbolize the changing role of women by illustrating the changes in our state seal since its conception in 1665.



# North Carolina Department of Administration

COMMISSION ON THE  
EDUCATION AND EMPLOYMENT  
OF WOMEN

BETTY S. BARBER  
EXECUTIVE DIRECTOR

JAMES E. HOLSHOUSER, JR., GOVERNOR • BRUCE A. LENTZ, SECRETARY

To the Honorable Members of the 1975 General Assembly of North Carolina:

Honorable Members:

In keeping with our legislative mandate (G.S. Article 50, Sections 143-423 through 143-429) to report our findings and recommendations to the General Assembly, we have the honor to present to you The Status of Women in North Carolina, the First Edition, 1974.

This comprehensive publication covers many aspects of the woman's life and is based almost entirely on North Carolina data and statistics. In-depth study in many categories has been limited due to the lack of time, staff, and funding. However, it is the intention of the Commission to conduct further studies during the coming year.

The Commission's recommendations are based on the data presented and are listed individually for various issues at the end of each section with a complete compilation at the close of the documentary.

As shown in our Annual Report, the demands upon the Commission have increased overwhelmingly. It is our sincere hope that the General Assembly will continue its generous support as shown to the Commission in 1973-74, and further, that the members deem it proper to grant additional appropriations to enable the Commission to expedite its functions more efficiently.

We wish to express our appreciation for the strong support and encouragement we have received from members of the General Assembly, Governor James E. Holshouser, Jr., and the Department of Administration.

A very special gratitude is felt by all of us for the staff of our Commission. The executive director and other staff members have worked diligently to carry out the wishes of the Commission; through their efforts, this documentary has been created and developed.

Sincerely,

*Jane McPherson*

Jane McPherson  
Chairperson



## FOREWORD

This is the first edition of a comprehensive statistical documentary based on North Carolina data; national figures are used only for comparison.

The purpose is to provide a resource for all citizens concerned with evaluating the status of women, to identify some of their needs, and to plant the seeds for in-depth studies. Such a publication is an essential step toward a successful, comprehensive planning program for the improvement of the status of women in North Carolina.

We have attempted to gather pertinent data in all major areas of a woman's life, often a difficult task because of inadequate data kept by sex. However, data in this publication are from acceptable, reliable sources. The documented sources for charts and figures are listed after each section and in a final list of all references.

Several major conclusions can be drawn from the documentary, including an urgent need for data to be kept by sex, the necessity for detailed studies in certain categories, and the need for women themselves to accept much of the responsibility for improving their status. The conclusions for individual categories and the commission's recommendations are at the end of each section, with a complete list of recommendations at the close of the documentary.

We are most appreciative for the support from the General Assembly, the Governor, members of the commission, the Department of Administration, state and local government agencies, and individuals.

I owe a special debt of gratitude to my staff who has performed beyond all expectations to fulfill our mandate to the General Assembly, the Governor, and the women of North Carolina.



Betty S. Barber  
Executive Director

*The data and recommendations under each heading in this book are not inclusive, but they will serve as a resource and guide to lawmakers and policymakers in their endeavors to improve the status of women in North Carolina. Following a reading of this book, we encourage in-depth studies of each subject be conducted. Pursuant to these studies, detailed recommendations and proposals should be made and implemented.*



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# EDUCATION



Seal of the Lords Proprietors of Carolina, 1665-1729  
The Indian squaw embodies motherhood; an infant feeds at her breast, and her son clings to her skirt.

## EDUCATION

MALES AND FEMALES BEGIN THEIR EDUCATION IN APPROXIMATELY EQUAL NUMBERS AND ACADEMIC ABILITIES.

MORE FEMALES COMPLETE ELEMENTARY AND HIGH SCHOOL.

HOWEVER, MORE MALES FINISH COLLEGE.

THE PERCENTAGE OF FEMALES RECEIVING DOCTORAL AND PROFESSIONAL DEGREES IS VERY SMALL.

FEW WOMEN HOLD HIGH ADMINISTRATIVE POSITIONS IN ELEMENTARY AND SECONDARY SCHOOLS.

ONLY A SMALL PERCENTAGE OF THE FACULTY IN HIGHER EDUCATION FACILITIES ARE WOMEN, AND THEY MAKE LESS MONEY THAN MALE FACULTY MEMBERS.

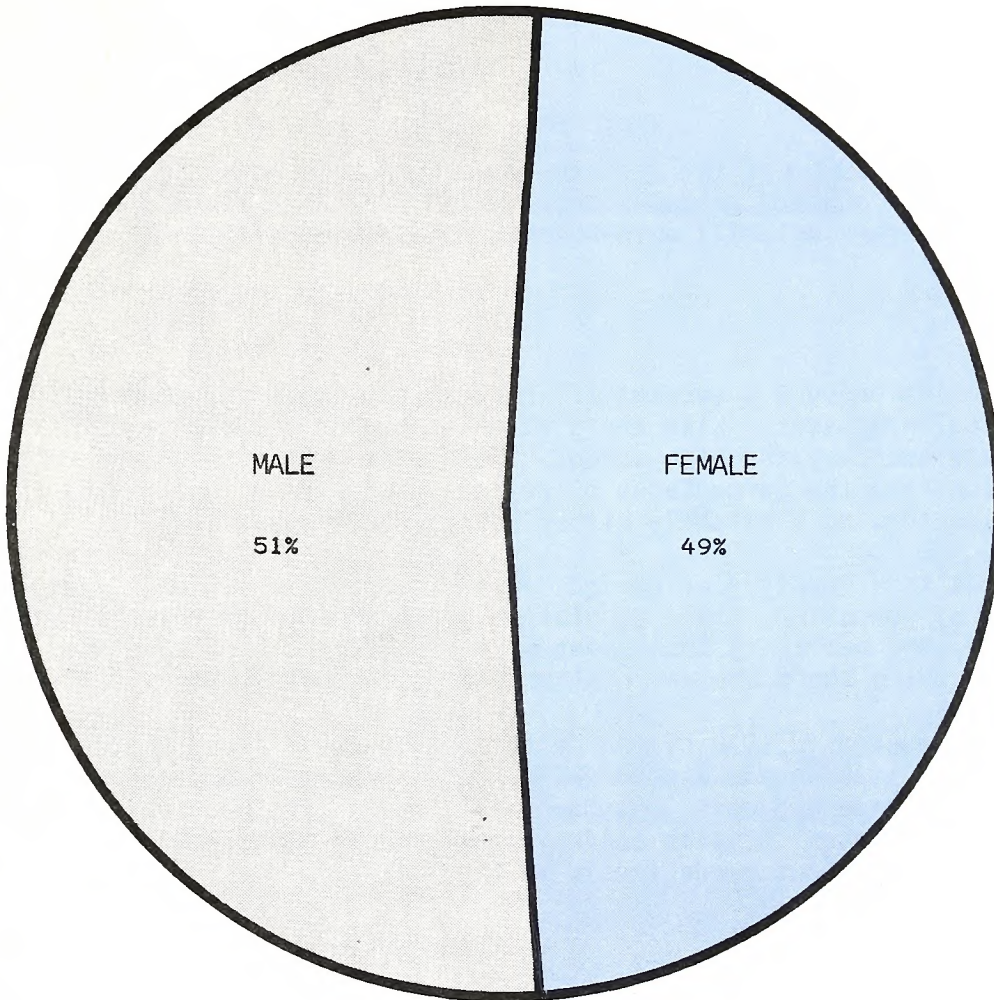
Note: Sources for the charts in the Education chapter are on page 20.



MALE AND FEMALE STUDENTS BEGIN THEIR EDUCATIONAL PURSUITS IN APPROXIMATELY EQUAL NUMBERS...

PERCENTAGE OF SIX-YEAR-OLDS IN NORTH CAROLINA, BY SEX:

FIGURE 1-1



The percentages of six-year-old females and males in North Carolina were nearly equal (Figure 1-1); however, data was insufficient to yield figures on enrollment or academic performance by sex in North Carolina schools.

## MORE FEMALES THAN MALES COMPLETE ELEMENTARY SCHOOL AND HIGH SCHOOL...

### 1950

As of 1950, more females than males had completed elementary school, high school and college (Figure 1-2).<sup>1</sup>

...AND YET MEN COLLEGE GRADUATES EXCEED FEMALE GRADS BY 1960...

### 1960

Significant in 1960 was the fact that men surpassed women in college graduation. Greater numbers of males and females finished elementary and high school, with females still outnumbering males (Figure 1-2).

### 1970

The seventies brought a substantial rise in the number of elementary and high school graduates. Like the sixties, a higher percentage of females finished elementary and high school. Fewer men left high school before graduation, and the percentages of college graduates of both sexes increased, with males showing a slightly higher percentage (Figure 1-2).

Throughout this twenty year period, females completed a higher median number of years of education. (In a population group ordered by years of education completed, the median is the number of years of education completed, above and below which there are an equal number in the population).

A study conducted in 1972 by the Department of Public Instruction showed that girls in the sixth grade had slightly higher scores on tests, including reading, language and math. Although the test scores were not conclusive for predictive purposes, similar academic performance tests will be given and evaluated for various grade levels in the future.<sup>2</sup>

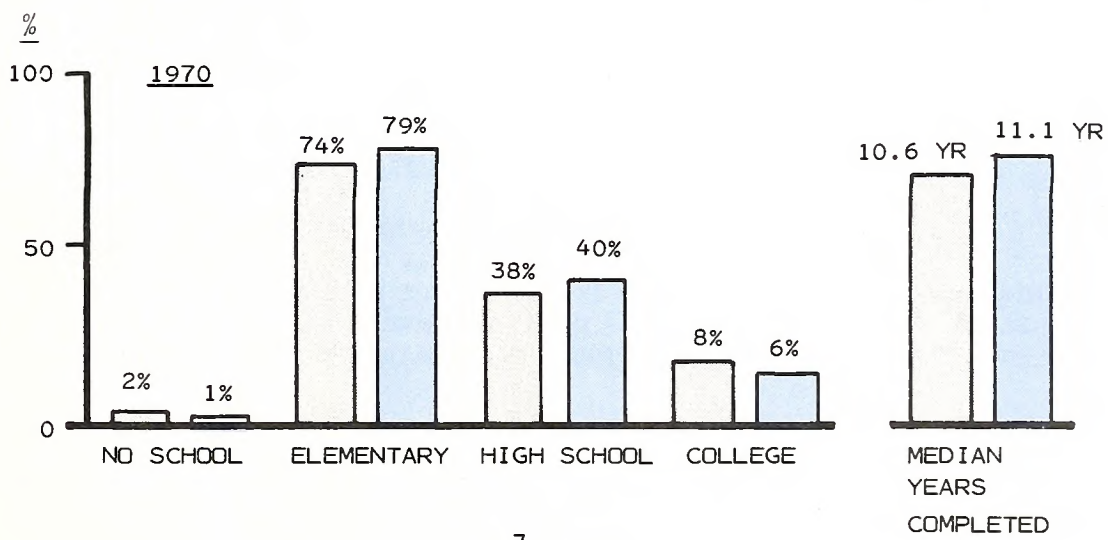
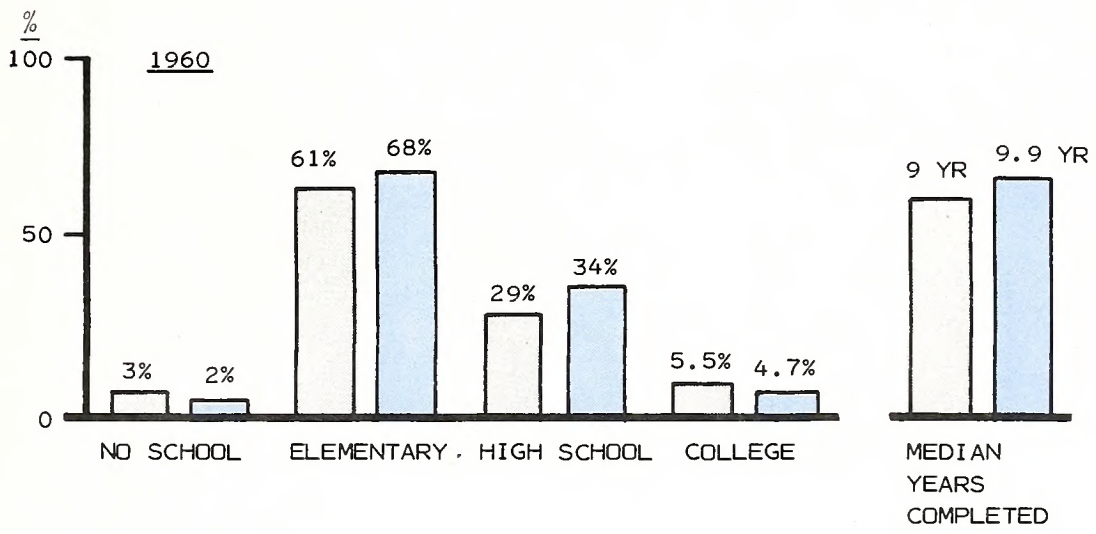
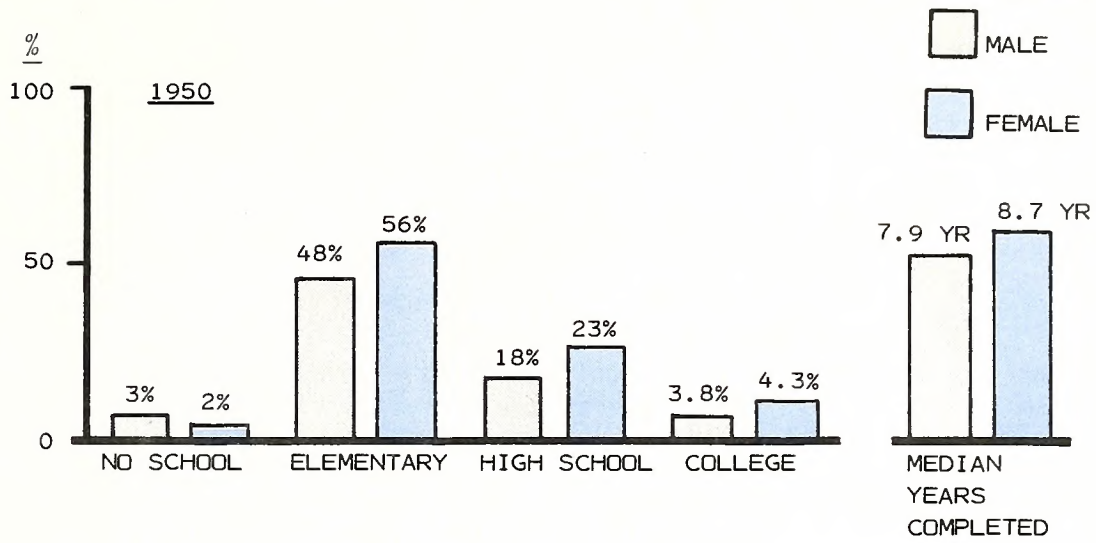
1. This data does not reflect any information about percentages of graduation from total enrollment--only percentages of graduation from total population of persons 14 years and over.

2. North Carolina, Department of Public Instruction, Division of Research, "The 1971-72 State Assessment of Educational Progress in North Carolina."



**EDUCATION COMPLETED:**  
 (BASED ON MALES AND FEMALES 14 YEARS AND OVER)

FIGURE 1-2



OVER HALF OF ALL MALE AND FEMALE HIGH SCHOOL GRADUATES SEEK HIGHER EDUCATION AND TRAINING...

Senior Colleges

In 1974 approximately equal percentages of males and females enrolled in senior colleges after graduation from high school. Females have shown a slightly greater increase than males in senior college enrollment since 1966 (Figure 1-3).

Junior College

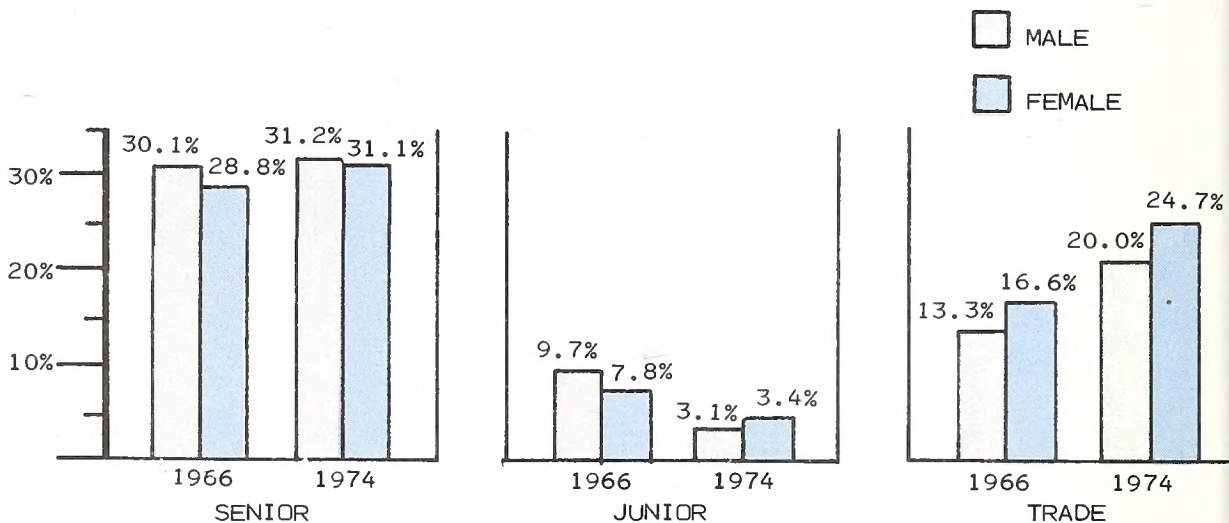
Fewer North Carolina high school graduates entered junior colleges in 1974 than in 1966. In 1966 more males were enrolled in junior colleges, but in 1974 slightly more females were enrolled (Figure 1-3).

Trade Schools (Includes business schools, community colleges, nursing schools, etc.)

At the same time that junior college enrollment dropped, enrollment in trade schools increased for both sexes. From 1966 to 1974, the percentage of females enrolled in trade school increased (Figure 1-3).

HIGH SCHOOL GRADUATES SEEKING HIGHER EDUCATION:

FIGURE 1-3



NOTE: DATA IN FIGURES 1-3 AND 1-4 WAS BASED ENTIRELY ON GRADUATES OF NORTH CAROLINA HIGH SCHOOLS. THIS POPULATION BASE DIFFERED FROM THAT OF TOTAL COLLEGE ENROLLMENT SHOWN IN FIGURE 1-6. DATA WAS UNAVAILABLE PRIOR TO 1966.

## Military

Since 1966 there has been a .6% drop in males entering the military after graduation from high school, and a 1.4% increase for females (Figure 1-4).

## Employment

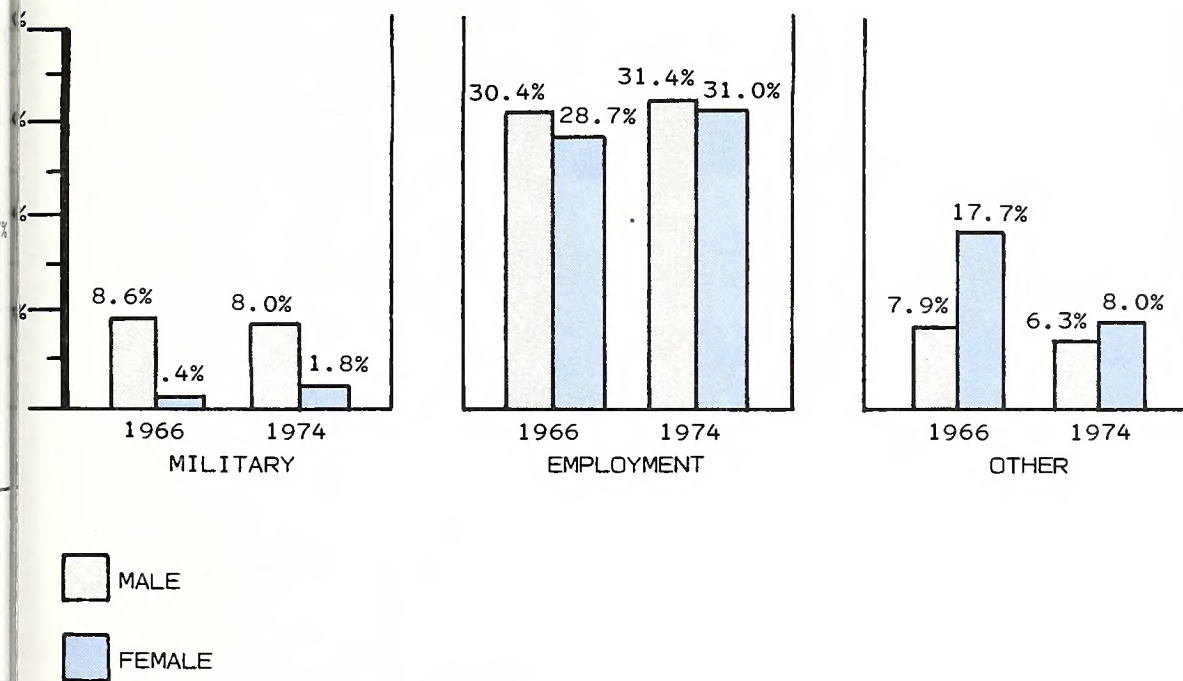
Since 1966 slightly more males than females entered the labor force after high school; however, by 1974 nearly equal percentages of male and female graduates were employed (Figure 1-4).

Other (Includes nonacademic, nonworking and graduates for whom no information was available).

In 1966 a much larger percentage of female than male high school graduates were nonacademic, nonworking roles. By 1974 both male and female percentages dropped, but the drop for females was more substantial (Figure 1-4).

## HIGH SCHOOL GRADUATES SEEKING EMPLOYMENT AND OTHER:

FIGURE 1-4



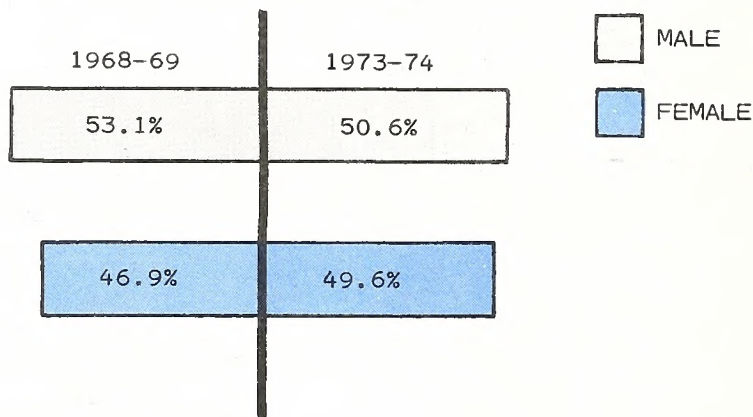
Community Colleges

Community colleges are becoming an important educational avenue in North Carolina. Enrollment has increased well over 50% since 1968, and now numbers over 400,000.

Female enrollment increased until 1974 to almost half of the total enrollment. Females constituted a majority of those enrolled in general education and general adult extension programs. However, they composed much smaller percentages of the technical, vocational and college transfer areas.

COMMUNITY COLLEGE ENROLLMENT:

FIGURE 1-5



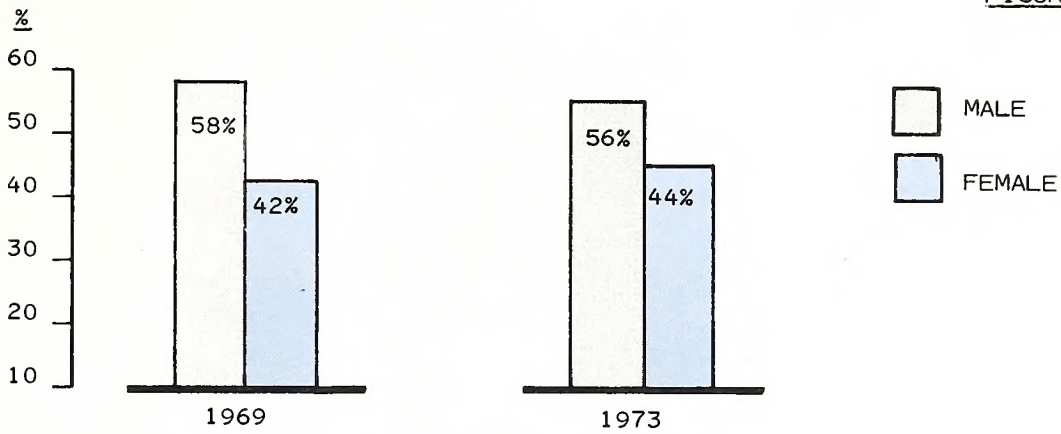
NOTE: DATA WAS UNAVAILABLE PRIOR TO 1968.

<u>Area of Study</u>	<u>Female Percentage of Total Enrollment</u> (1973-74)
College transfer	39.5%
General education	56.9%
Technical	39.2%
Vocational	25.6%
Adult education	43.7%
General adult extension	74.7%
Occupational extension	50.1%
<b>TOTAL</b>	<b>49.6%</b>

MORE MALES THAN FEMALES ARE ENROLLED IN INSTITUTIONS OF HIGHER LEARNING...

TOTAL COLLEGE ENROLLMENT:

FIGURE 1-6



NOTE: ENROLLMENT FIGURES IN FIGURE 1-6 INCLUDE TOTAL ENROLLMENT IN INSTITUTIONS OF HIGHER EDUCATION IN NORTH CAROLINA (UNDERGRADUATE, GRADUATE, PROFESSIONAL) EXCEPT COMMUNITY COLLEGES. FOR COMMUNITY COLLEGES, ONLY ENROLLMENT IN COLLEGE PARALLEL PROGRAMS IS LISTED. DATA WAS UNAVAILABLE PRIOR TO 1969.

<u>Type of Institution</u>	<u>Female Percentage of Total Enrollment</u>
Public senior universities (Four-year colleges)	45%
Private senior universities (Four-year colleges)	45%
Junior colleges	46%
Community colleges	37%
Military schools	16%
Theological Schools	34%
<b>TOTAL</b>	<b>44%</b>

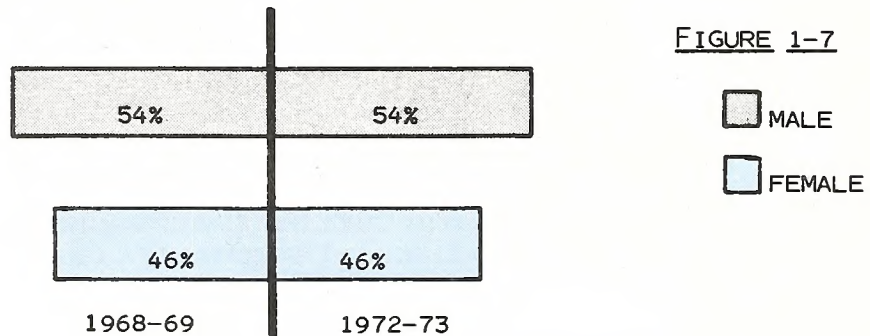
## Bachelors Degrees

The percentages of men and women earning bachelors degrees were the same in 1973 as in 1968:

54% for males and 46% for females.

Males outranked females in actual numbers, as well as percentages (Figure 1-7). Of the women who graduated from college, the majority received degrees in education, English and social sciences.

### BACHELORS CANDIDATES:

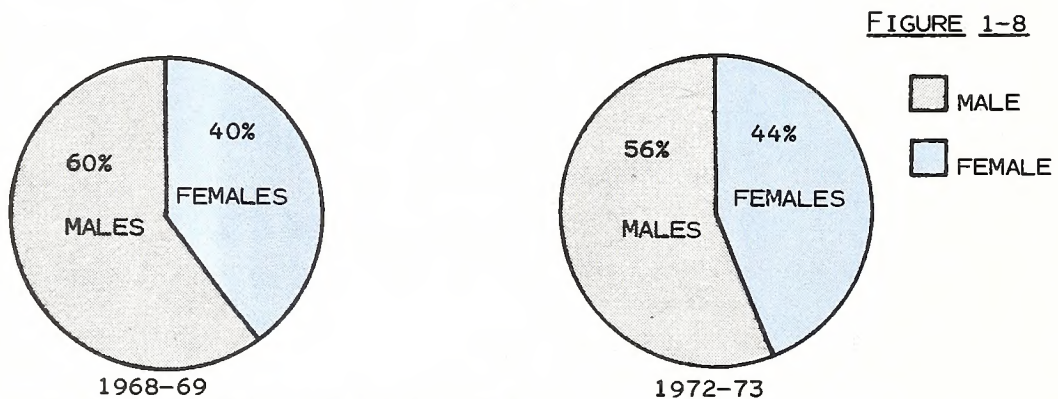


NOTE: DATA WAS UNOBTAINABLE PRIOR TO 1968.

## Masters Degrees

Since 1968 the percentage of females receiving masters degrees has increased so that by 1973, it almost equaled the percentage receiving bachelors degrees (Figure 1-8). In 1973 almost half of the masters degrees earned by women were in education.

### MASTERS CANDIDATES:



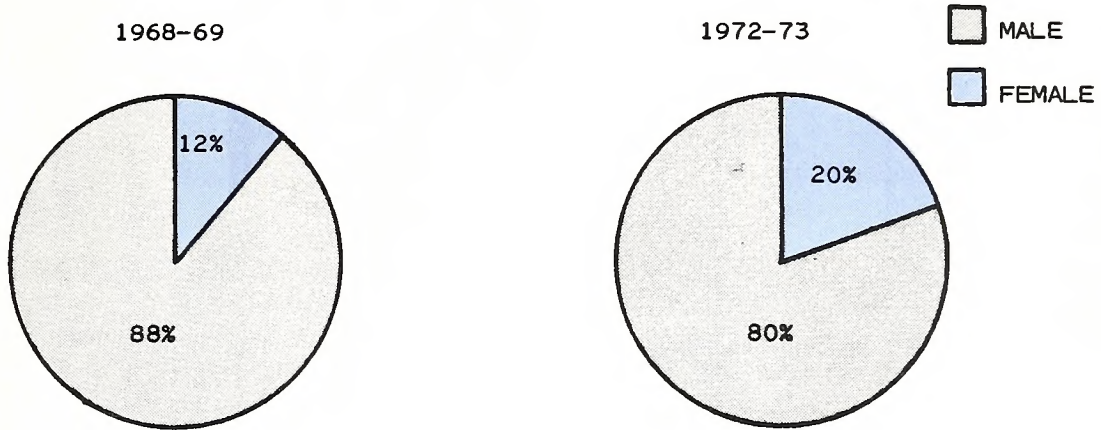
NOTE: DATA WAS UNOBTAINABLE PRIOR TO 1968-69.

Doctoral Degrees

The percentage of women enrolled in doctoral degree programs in North Carolina has markedly increased since 1968 (Figure 1-9). Despite this increase, the disparity between the sexes at this level of higher education is tremendous. Figure 1-10 shows the percentages of women in selected areas of study in doctoral programs.

DOCTORAL CANDIDATES:

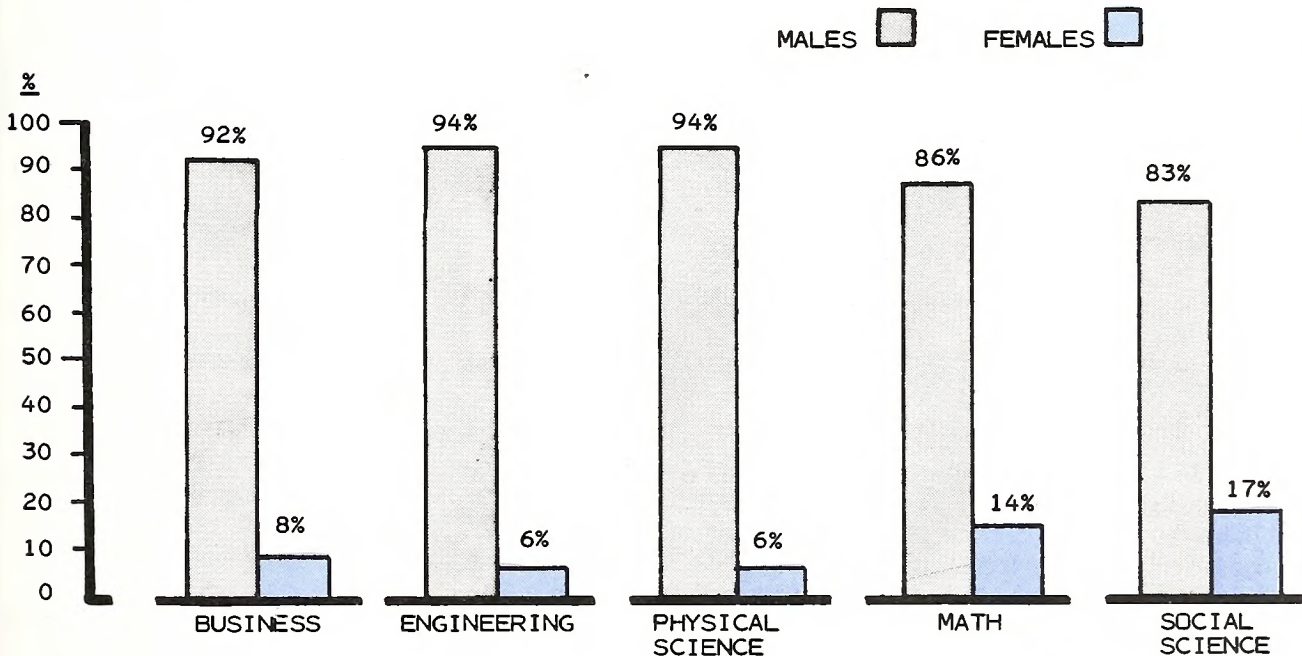
FIGURE 1-9



NOTE: DATA WAS UNAVAILABLE PRIOR TO 1968-69.

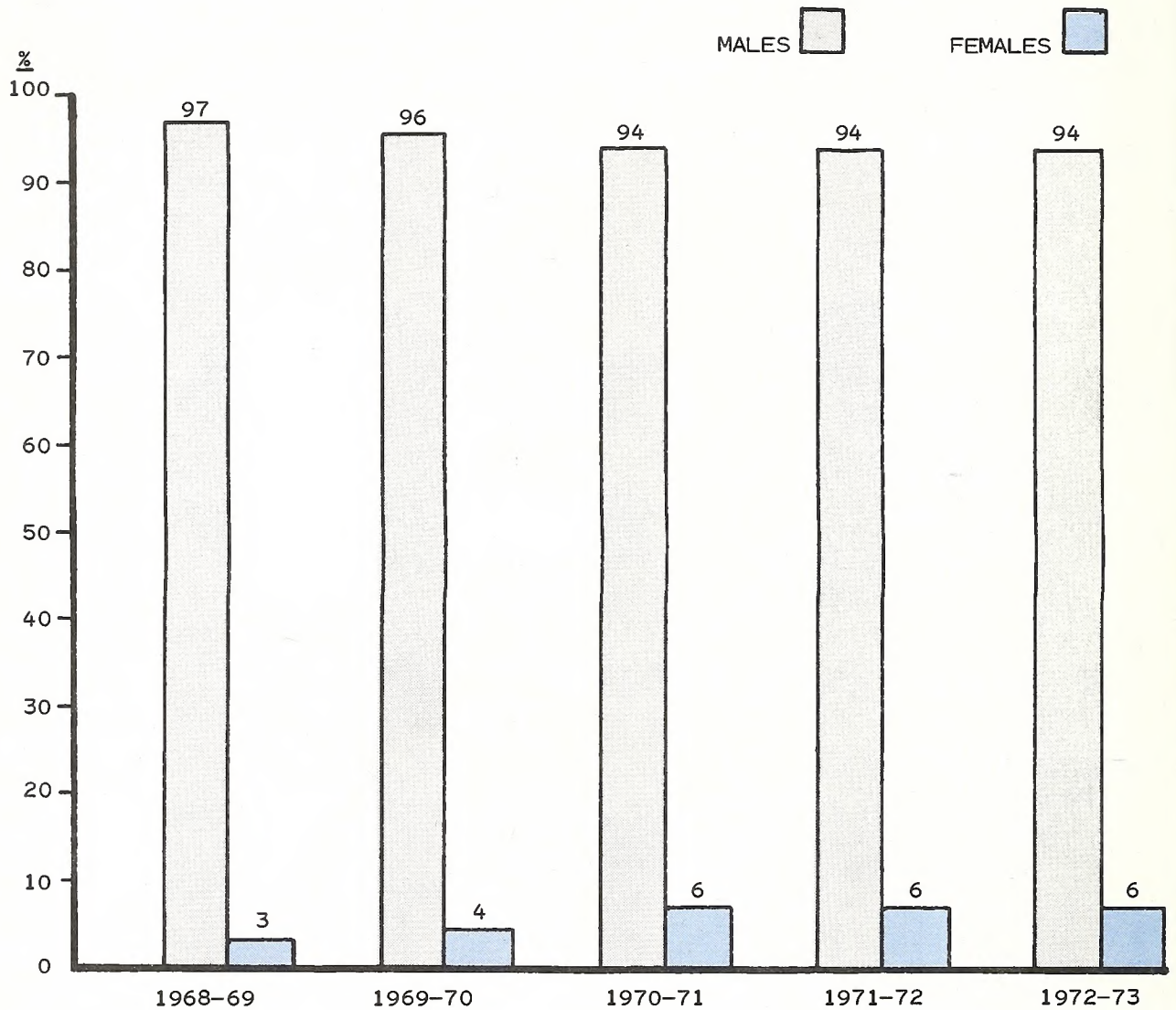
SPECIAL SUBJECTS:  
(1972-73)

FIGURE 1-10



PROFESSIONAL DEGREES:

FIGURE 1-11



NOTE: DATA WAS UNOBTAINABLE PRIOR TO 1968.

The number of men and women awarded professional degrees increased each year from 1968 to 1973. In fact, the percentage of women doubled since 1968; however, women still constituted an extremely small percentage of those receiving professional degrees in 1973 (Figure 1-11). Professional degrees include medicine, law, dentistry and theology.



WOMEN RATE LOWER THAN MEN IN LEVEL OF POSITION AND SALARY IN SCHOOL-RELATED JOBS...

Elementary and Secondary

Statistics by sex on school personnel were available only for 1972-73 and 1973-74. Even with a two-year comparison, some relevant facts emerged. Females constituted a clear majority of the teachers, supervisors and guidance counselors. But very few were assistant principals, principals and assistant superintendents. Of particular importance: There were no female superintendents in North Carolina.

COMPARISON OF MALE AND FEMALE ELEMENTARY AND SECONDARY SCHOOL PERSONNEL:

FIGURE 1-12

	1972-73			1973-74		
	MALE	FEMALE	FEMALE %	MALE	FEMALE	FEMALE %
<u>TEACHERS</u>						
ELEMENTARY	4,069	30,095	88%	4,211	31,706	88%
SECONDARY	7,685	10,402	58%	7,847	10,708	58%
<u>PRINCIPALS</u>						
ELEMENTARY	1,280	160	11%	1,303	160	11%
SECONDARY	485	4	1%	493	5	1%
<u>SUPERINTENDENTS</u>						
	151	0	0%	152	0	0%
<u>ASST. &amp; ASSOC. SUPERINTENDENTS</u>						
	191	7	4%	196	8	4%
<u>ASST. PRINCIPALS</u>						
	(NOT AVAILABLE FOR 1972-73, INCLUDED UNDER TEACHERS)					
ELEMENTARY				236	42	15%
SECONDARY				364	22	6%
<u>SUPERVISORS</u>						
	243	413	63%	232	359	61%
(INCLUDED UNDER TEACHERS)						
<u>GUIDANCE</u>						
ELEMENTARY	40	173	81%	53	199	79%
SECONDARY	163	429	73%	170	452	73%

## Higher Education Faculty

Data was available on faculty in institutions of higher education only from 1968 to 1972. During that time no percentage changes occurred in the sex distribution of the faculty in North Carolina colleges and universities. Males far exceeded females in numbers and percentages (Figure 1-13), however the percentages of female professors, associate professors and "other" decreased since 1968.

The most significant point is that females composed a very small percentage of the total faculty in institutions of higher education (Figure 1-14).

### COMPARISON OF MALE AND FEMALE FACULTY IN NORTH CAROLINA COLLEGES AND UNIVERSITIES:

	1968	1969	1970	1971	1972
MALE	4,963 78%	5,290 78%	6,344 77%	7,190 78%	7,203 78%
FEMALE	1,405 22%	1,529 22%	1,863 23%	2,066 22%	2,046 22%

FIGURE 1-13

### COMPARISON OF MALE AND FEMALE FACULTY BY ACADEMIC RANK:

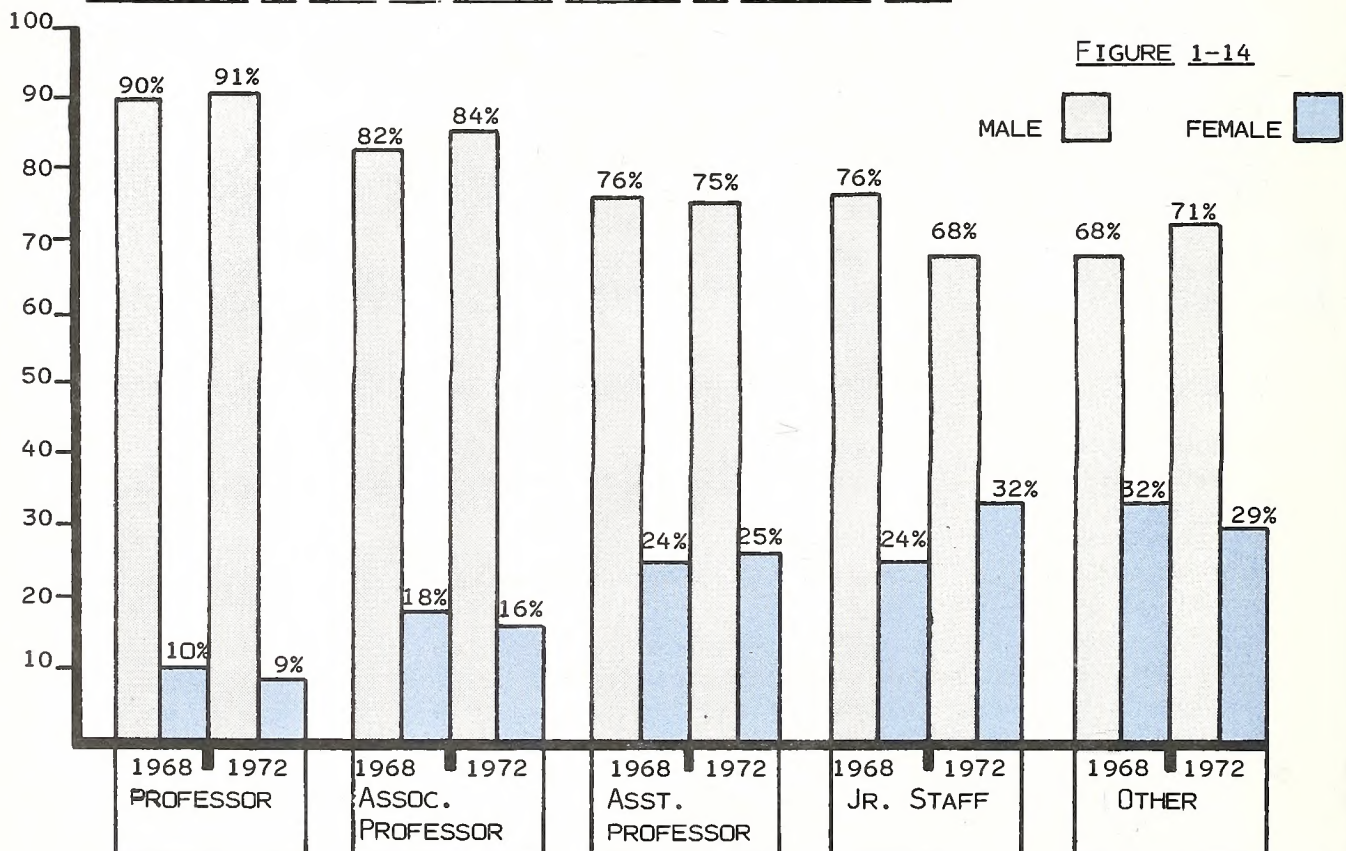


FIGURE 1-14

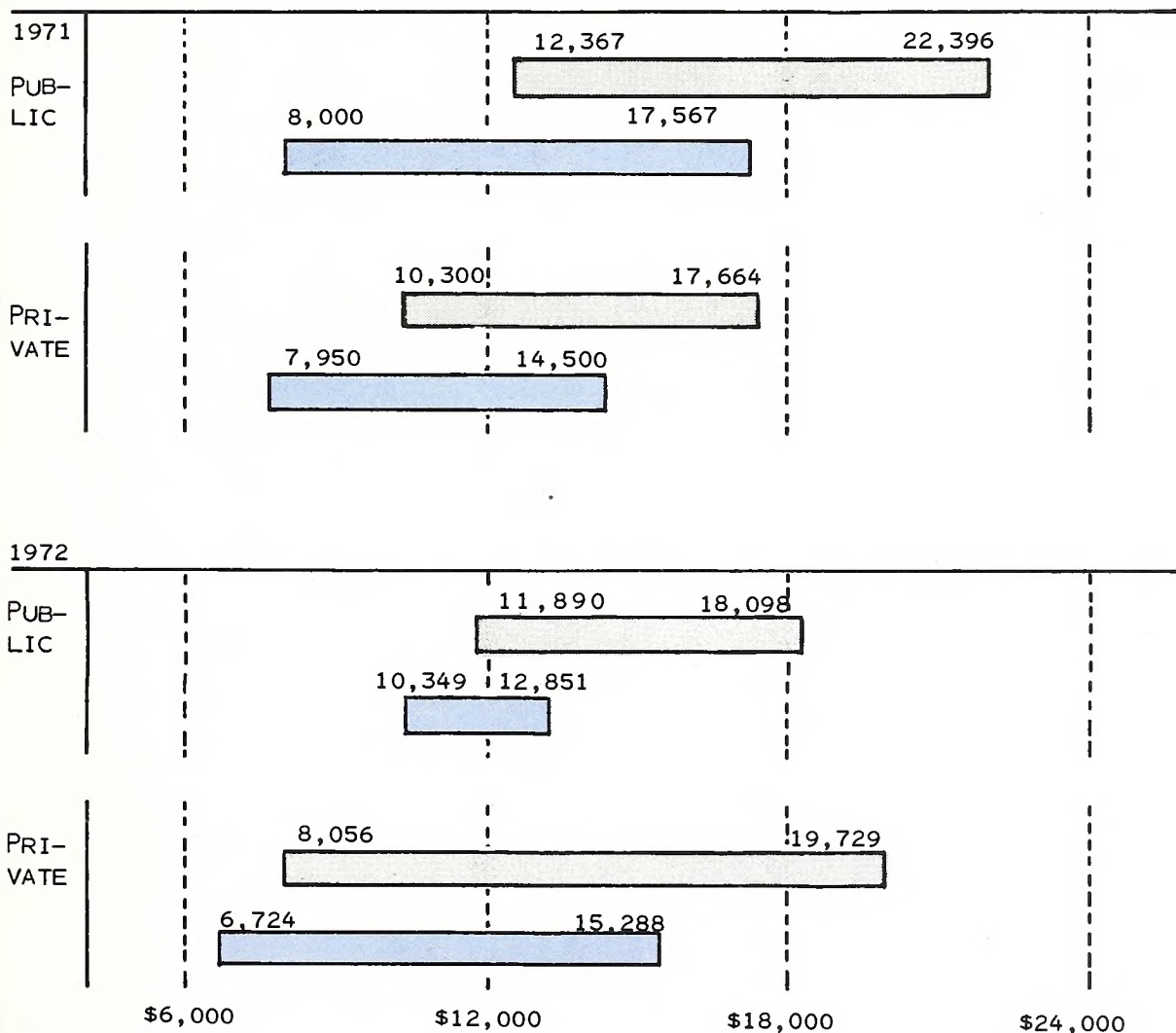
## Females' Salaries in Higher Education

Salary information by sex was available only for 1971 and 1972. For both years, females were in lower salary ranges for all academic ranks in public and private institutions.

In public colleges the lowest salaries for women rose, but the highest salaries declined. The salary range for men became more narrow. This shift in salaries only minimally rectified the disparities between the male and female salaries. Male faculty members continued to draw higher salaries than females for similar teaching positions (Figure 1-15).

COMPARISON OF MALE AND FEMALE SALARY RANGES IN NORTH CAROLINA COLLEGES AND UNIVERSITIES:  
(PUBLIC AND PRIVATE)

MALE FEMALE FIGURE 1-15



## EDUCATION

### Conclusion

Several trends in the education of women have been shown in this chapter:

1. More females than males graduate from high school, but more males graduate from college.
2. Of all college graduates, males select a larger variety of major areas of study.
3. Female participation in doctoral and professional degree programs is very low.
4. Employment for women is drastically low in administrative positions in elementary and secondary schools and at all levels in institutions of higher learning.

These trends indicate that women are not seeking extensive educational training, and that their choice of training is more often in traditionally female fields. Until the scope and depth of these choices expand, women's occupational mobility will be limited. Choosing traditionally female fields is due in part to a very important, yet unfulfilled, need: thorough, realistic career counseling for women at all levels of their educational lives. The career counseling services available in schools and through other sources should be examined extensively. With increasing numbers of women entering the labor force, schools and other career counseling organizations have a growing responsibility to be aware of and sensitive to the special needs of women as they choose educational and occupational fields. A study of career counseling services should focus on ways to effectively handle this responsibility.

Enrollment in community colleges is increasing, and women are an active part of this increase. Community colleges are proving to be an excellent alternative for those who cannot afford the time and expense of college or who are not interested in the academic nature of college training, but want additional training or improved skills. Information about community colleges is being presented on a limited basis by career counseling services. Counselors should become more aware of the broad range of community college programs and encourage women in particular to take advantage of the excellent training opportunities.

Low female participation in doctoral and professional degree programs contributes to the failure of women to be employed in the administrative levels of elementary and secondary schools or in institutions of higher learning. However there are qualified, professional women who are not being hired in these positions. Affirmative Action programs can help qualified women who are being excluded from employment. All institutions of learning, including those not covered by federal guidelines, should use Affirmative Action plans to eliminate any existing sex discrimination.

## Recommendations

The Commission on the Education and Employment of Women recommends:

1. that a thorough, state-wide study of all career counseling services be conducted and
2. that Affirmative Action plans be established in all educational institutions not currently covered by federal law and that existing plans be strongly implemented.

## EDUCATION

### Chart Sources

- Figure 1-1 United States, Bureau of the Census, Census of Population: 1970, General Population Characteristics, Final Report PC(1)-B35 North Carolina, U.S. Government Printing Office, Washington, D.C., 1971.
- Figure 1-2 Data for 1950 and 1960 from United States, Bureau of the Census, Census of Population: 1960, Characteristics of the Population, vol. 1, part 35, North Carolina, U.S. Government Printing Office, Washington, D.C., 1963.  
Data for 1970 from United States, Bureau of the Census, Census of Population: 1970, Detailed Characteristics, Final Report PC(1)-D35, North Carolina, U.S. Government Printing Office, Washington, D.C., 1972.
- Figure 1-3 Data for 1966 from North Carolina, Department of Public Education, Division of Management Information Systems, Survey of 1966 High School Graduates, Raleigh, 1966.  
Data from 1974 from North Carolina, Department of Public Education, Division of Management Information Systems, Survey of 1974 High School Graduates, Raleigh, 1974.
- Figure 1-4 Data for 1966 from Department of Public Education, Survey of 1966 High School Graduates.  
Data for 1974 from Department of Public Education, Survey of 1974 High School Graduates.
- Figure 1-5 North Carolina, State Board of Education, Department of Community Colleges, Annual Enrollment Report: Student Enrollment and Full-Time Equivalents, 1969, 1974.
- Figure 1-6 University of North Carolina, Division of Institutional Research, Statistical Abstract of High Education in North Carolina, Chapel Hill, 1969, 1972, 1973.
- Figure 1-7 Ibid., 1969, 1973.
- Figure 1-8 Ibid., 1969, 1973.
- Figure 1-9 Ibid., 1969, 1973
- Figure 1-10 Ibid., 1973.
- Figure 1-11 Ibid., 1969, 1973.
- Figure 1-12 North Carolina, State Board of Education, Department of Public Instruction, mimeographed, 1972-74.
- Figure 1-13 U.N.C., Statistical Abstract, 1969, 1973.
- Figure 1-14 Ibid., 1969, 1973
- Figure 1-15 Ibid., 1972, 1973.

# EMPLOYMENT



Seal of the Province of North Carolina, used after 1767  
Women embody the virtues of North Carolina, as Liberty introduces Plenty  
to His Majesty, George II. The King's palm is extended in welcome.



## EMPLOYMENT

MORE WOMEN WORK NOW THAN EVER BEFORE.

HOWEVER, THE UNEMPLOYMENT RATE FOR FEMALES IS TWICE AS HIGH AS FOR MALES.

THE MAJORITY OF FEMALES WORK IN CLERICAL OR SEMISKILLED JOBS - THE JOBS TRADITIONALLY HELD BY WOMEN.

MEN CONSISTENTLY MAKE MORE MONEY THAN WOMEN REGARDLESS OF JOB CATEGORY OR LEVEL OF EDUCATION.

BECAUSE OF THE INCREASING NUMBER OF WORKING MOTHERS, MORE CHILD CARE FACILITIES ARE NEEDED WITH TUITION FEES THAT PARENTS CAN AFFORD.

Note: Sources for the charts in the Employment chapter are on page 49.

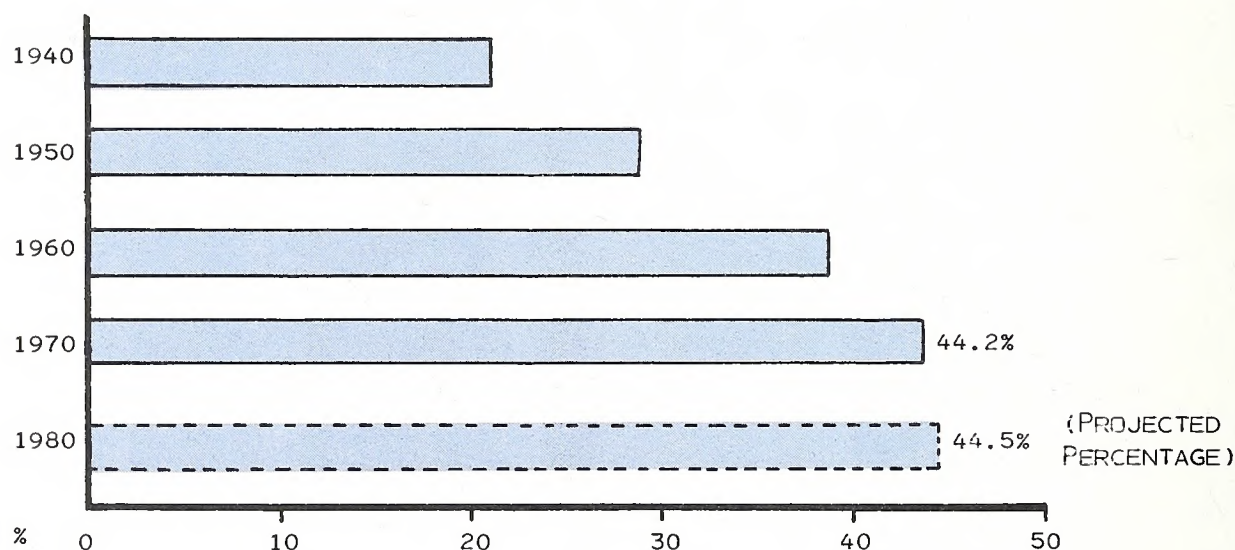
## MORE WOMEN ARE WORKING NOW THAN EVER BEFORE:

Over 800,000 women in North Carolina have jobs, almost half of the total labor force. "Most women have recently joined the work force in response to the diminishing stigma against women working, increasing cost of living, higher general wage levels, increasing educational levels among women and improved technology, which allows women in the home more spare time."<sup>1</sup>

Over 40% of all women were working in 1970, a larger percentage than ever before. Female participation has increased steadily since 1940. The rate is projected to continue rising through 1980 (Figure 2-1). Projection figure was computed from national projection figures applied to state participation rates).<sup>2</sup>

### WOMEN IN LABOR FORCE AS PERCENTAGE OF TOTAL WOMEN: (BASED ON WOMEN 14 YEARS AND OVER, 1940-1970)

FIGURE 2-1



1. United States, Department of Labor, Bureau of Statistics, Monthly Labor Review, 74, no. 10 (October 1974): 3.

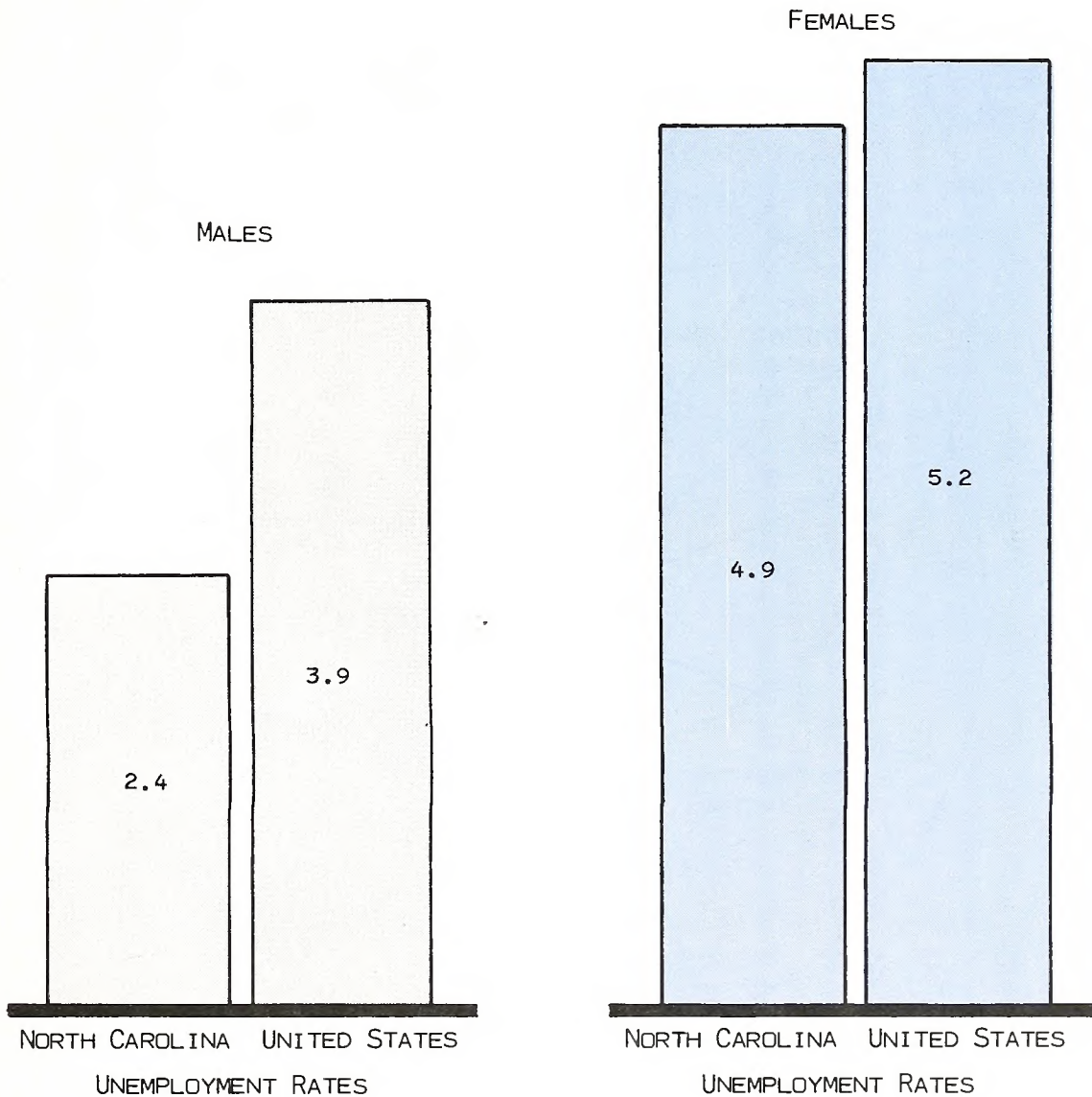
2. North Carolina, Department of Commerce, Employment Security Commission, Bureau of Employment Security Research, a letter to the Commission on the Education and Employment of Women, 1974.

EVEN THOUGH MORE WOMEN ARE WORKING NOW, THE UNEMPLOYMENT RATE IS ALMOST TWICE AS HIGH FOR FEMALES AS FOR MALES...

In 1970 the unemployment rate for females 16 and over in North Carolina's civilian labor force was twice what it was for males. The national unemployment rate was greater than North Carolina's with females also suffering the highest rate of unemployment (Figure 2-2).

NORTH CAROLINA UNEMPLOYMENT RATE COMPARED WITH NATIONAL RATE:  
(BASED ON MALES AND FEMALES 16 YEARS AND OVER IN THE CIVILIAN LABOR FORCE, IN 1970)

FIGURE 2-2



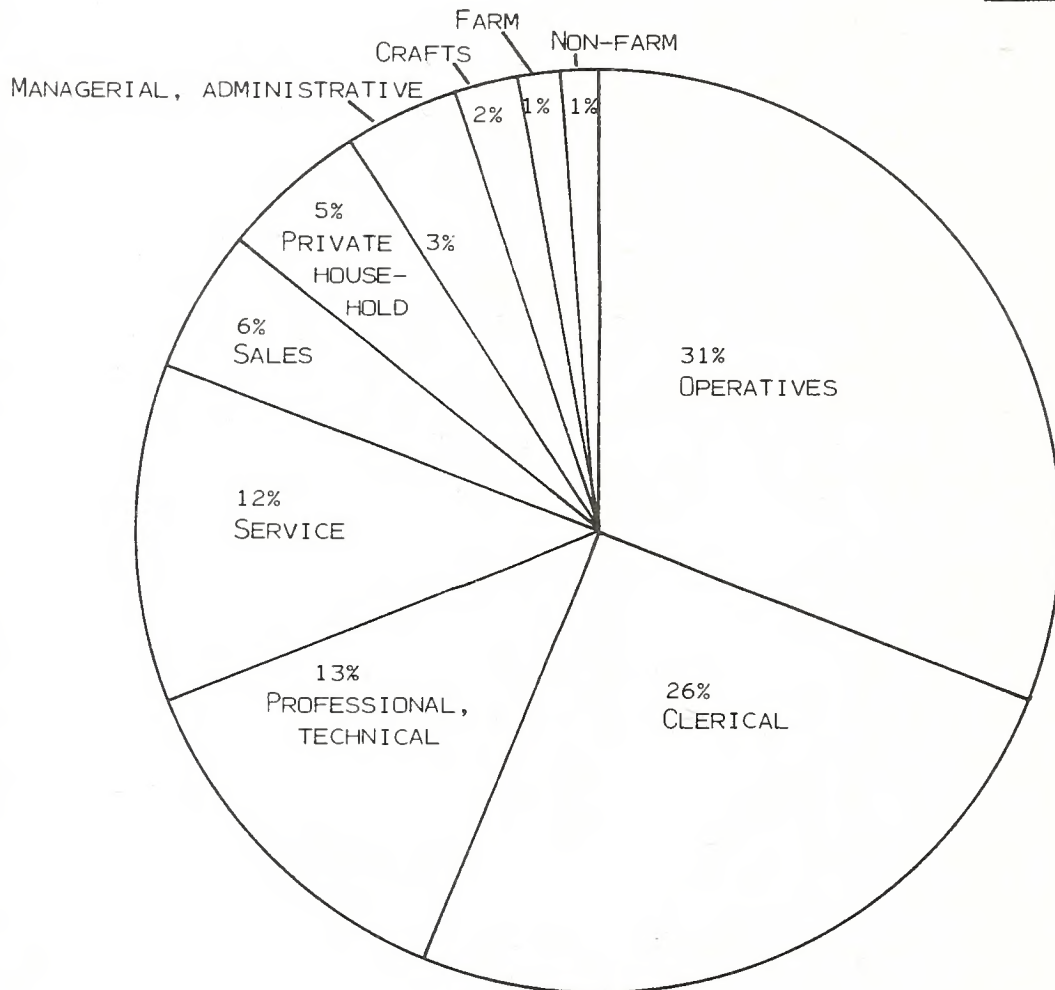
THE MAJORITY OF WORKING WOMEN HAVE SEMISKILLED OR CLERICAL POSITIONS...

In 1970 the majority of employed women worked in operative or clerical positions in North Carolina. Smaller percentages were in professional and service occupations (Figure 2-3).<sup>1</sup>

A demand for a larger and more skilled labor force has been created by expansion of industry and technological developments. Women's skills should be fully utilized in meeting this demand. In fact, business leaders, educational leaders and women themselves are becoming aware of the need to expand the scope of training, educational and employment opportunities for women.

OCCUPATIONAL DISTRIBUTION OF ALL FEMALE WORKERS:  
(BASED ON FEMALES 16 YEARS AND OVER IN NORTH CAROLINA, 1970)

FIGURE 2-3



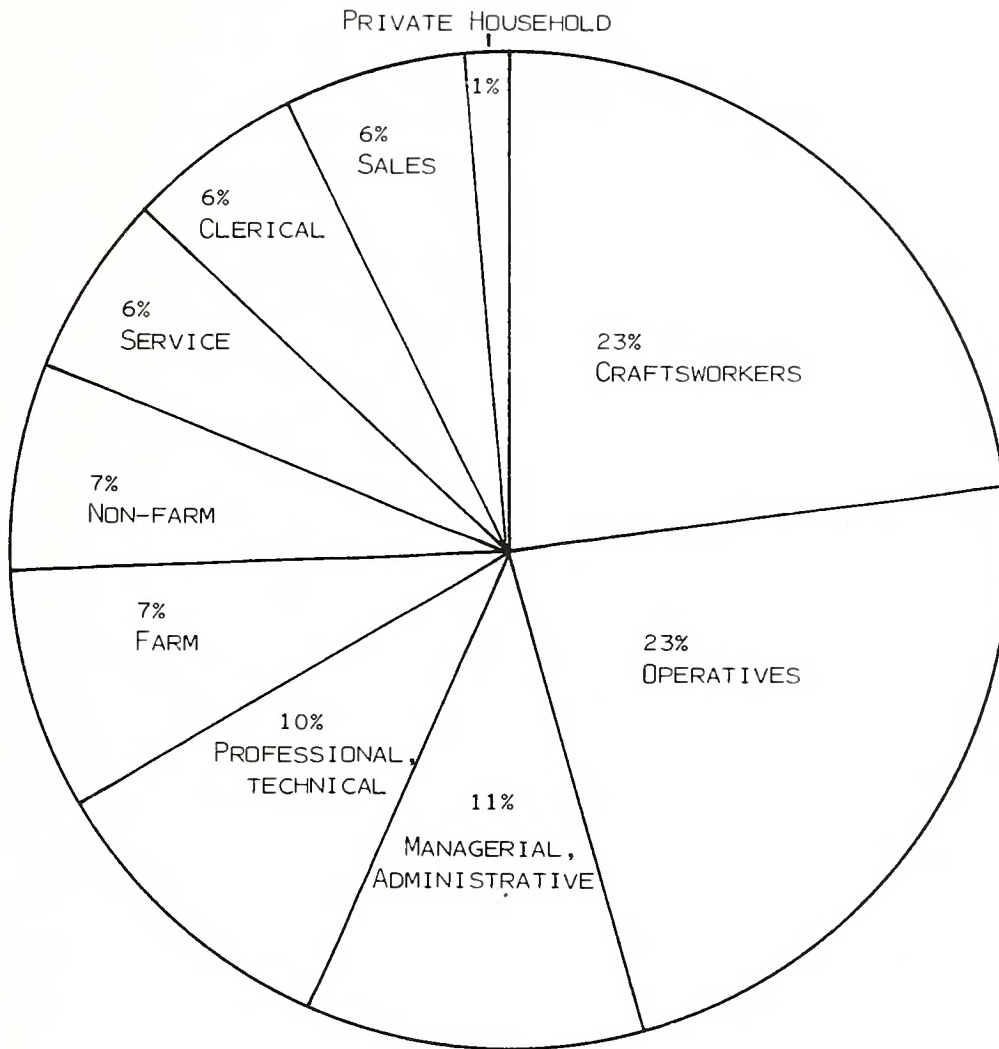
1. See Appendix A for description of occupational categories.

Men were more evenly represented in all occupational categories, even though nearly one-fourth had semiskilled jobs (Figure 2-4).

OCCUPATIONAL DISTRIBUTION OF ALL MALE WORKERS:

(BASED ON MALES 16 YEARS AND OVER IN NORTH CAROLINA, 1970)

FIGURE 2-4



FEW WOMEN ARE MANAGERS, ADMINISTRATORS OR CRAFTSWORKERS...

Of the total labor force in 1970, women constituted 97% of the private household workers and nearly 75% of the clerical workers. Over half the service workers and almost half of the operative and professional, technical employees were women. Men, however, filled the majority of the managerial, administrative, craft, farm and non-farm labor positions (Figure 2-5).

COMPARISON OF MALES AND FEMALES IN OCCUPATIONAL CATEGORIES:  
 (BASED ON PERSONS 14 YEARS AND OVER IN THE EXPERIENCED LABOR FORCE IN  
 NORTH CAROLINA, 1970)

MALE FEMALE

FIGURE 2-5

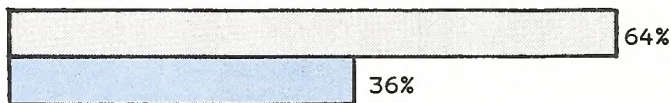
PROFESSIONAL, TECHNICAL



MANAGERS, ADMINISTRATORS



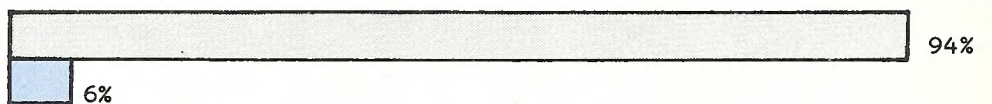
SALES WORKERS



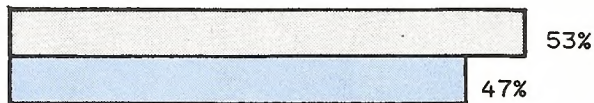
CLERICAL WORKERS



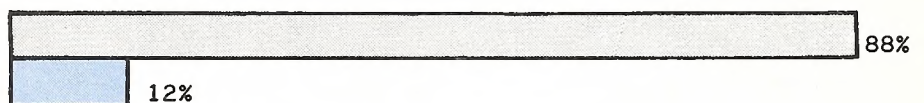
CRAFT WORKERS, FOREMEN



OPERATIVES (INCLUDING TRANSPORT)



NON-FARM LABORERS



FARM LABORERS, FARM MANAGERS, FOREMEN



SERVICE WORKERS (EXCEPT PRIVATE HOUSEHOLD)



PRIVATE HOUSEHOLD WORKERS



WOMEN CONTINUE TO SWELL THE RANKS OF TRADITIONALLY FEMALE OCCUPATIONS...

The distribution of females in specific occupations was approximately the same in North Carolina as it was in the entire country. The statistics showed that women continued to fill traditionally female occupations through 1970 (Figure 2-6).

DISTRIBUTION OF MALES AND FEMALES IN OCCUPATIONAL CATEGORIES:  
(IN THE UNITED STATES AND NORTH CAROLINA, 1970)

FIGURE 2-6

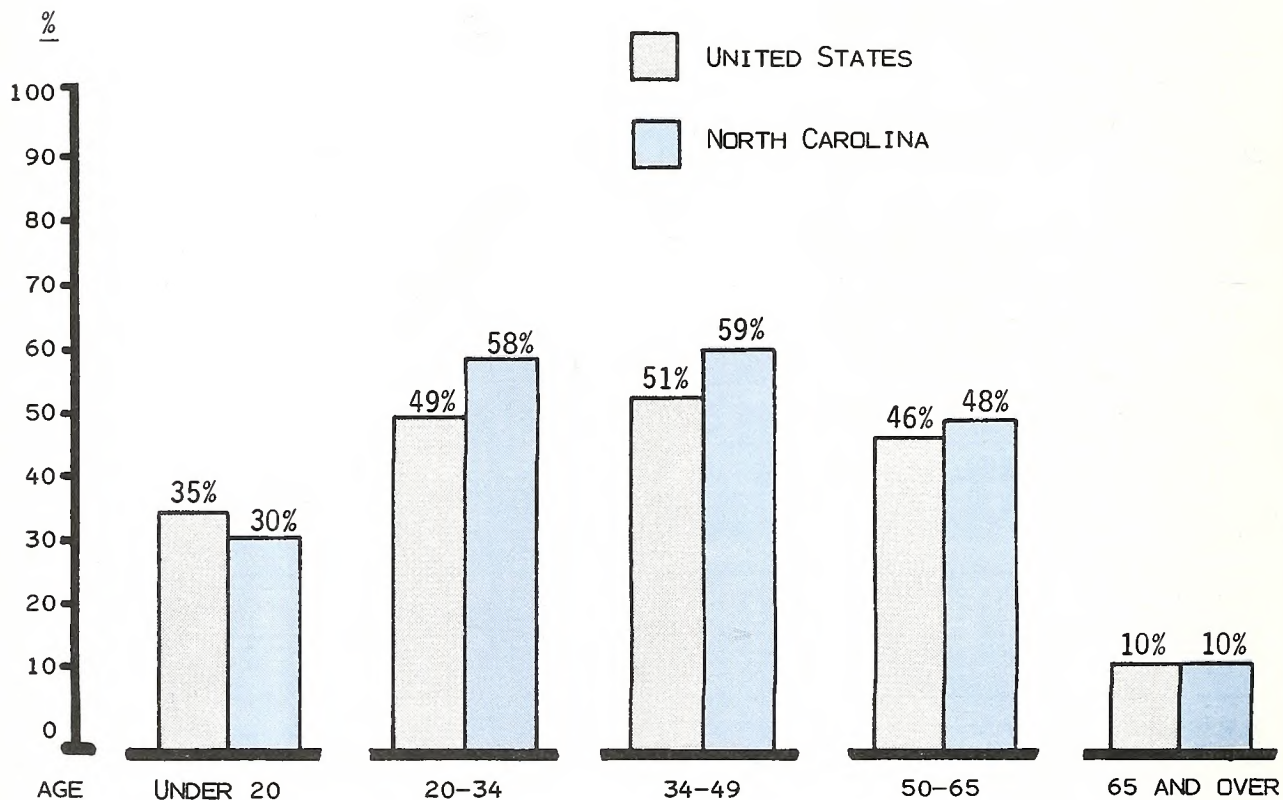
<u>OCCUPATION</u>	<u>UNITED STATES</u>		<u>NORTH CAROLINA</u>	
	PERCENTAGE OF MALES	PERCENTAGE OF FEMALES	PERCENTAGE OF MALES	PERCENTAGE OF FEMALES
ENGINEERS	98	2	98	2
MECHANICS, REPAIR WORKERS	98	2	98	2
WELDERS	94	6	94	6
DENTISTS, PHYSICIANS	92	8	93	7
BANK OFFICERS, FINANCIAL MANAGERS	82	18	83	17
SALES MANAGERS	76	24	80	20
WRITERS, ARTISTS, ENTERTAINERS	70	30	69	31
TEACHERS	36	64	30	70
OFFICE MACHINE OPERATORS	26	74	23	77
LIBRARIANS	18	82	22	78
BANK TELLERS	14	86	5	95
TYPISTS	6	94	6	94
NURSES, DIETICIANS	6	94	5	95
SECRETARIES	2	98	2	98

NORTH CAROLINA WOMEN BETWEEN 20 AND 65 HAVE A HIGHER PARTICIPATION RATE IN THE LABOR FORCE THAN DO WOMEN THROUGHOUT THE NATION...

Rates of participation in the labor force varied with age in North Carolina as in the nation. The participation rate in North Carolina exceeded the national rate for women 20 to 65, yet was below the national participation rate in the under-20 category. The highest rates for North Carolina women were for 22 to 24 years, 61% and 40 to 44 years, 60% (Figure 2-7).

PARTICIPATION RATE OF FEMALES IN LABOR FORCE:  
 (BASED ON FEMALES 16 YEARS AND OVER IN THE UNITED STATES AND NORTH CAROLINA, 1970)

FIGURE 2-7



NOTE: PARTICIPATION RATE IS THE PERCENTAGE OF ALL PERSONS IN A CERTAIN AGE CATEGORY WHO ARE IN THE LABOR FORCE. EXAMPLE: 30% OF ALL FEMALES UNDER 20 ARE IN THE LABOR FORCE IN NORTH CAROLINA.



OVER TWO-THIRDS OF ALL WORKING WOMEN ARE MARRIED...

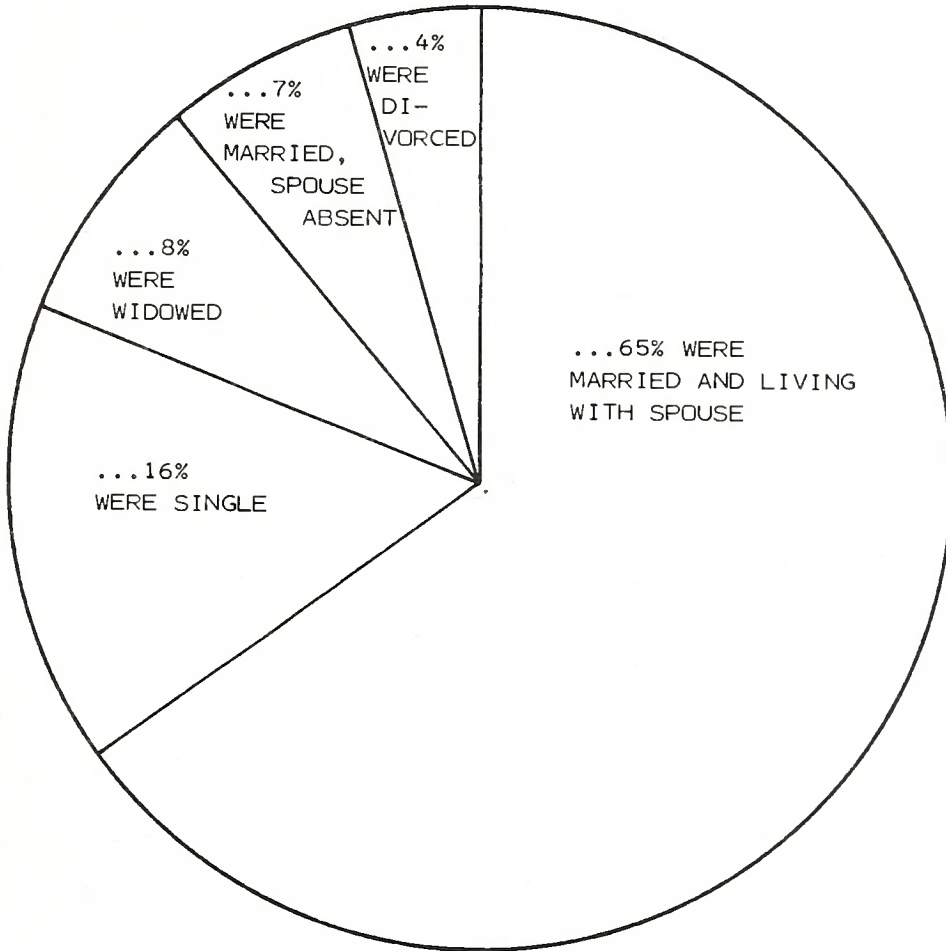
Figure 2-8 shows the percentages of married, divorced, widowed and single women in the labor force. In 1970 over two-thirds of all working women were married, and most of them lived with their husbands. Single women constituted the next largest group of employed females, followed by widows and divorcees.

MARITAL STATUS OF WORKING WOMEN:

(BASED ON THE 850,553 WOMEN 16 YEARS AND OVER IN THE LABOR FORCE IN NORTH CAROLINA, 1970)

FIGURE 2-8

OF ALL WORKING WOMEN...

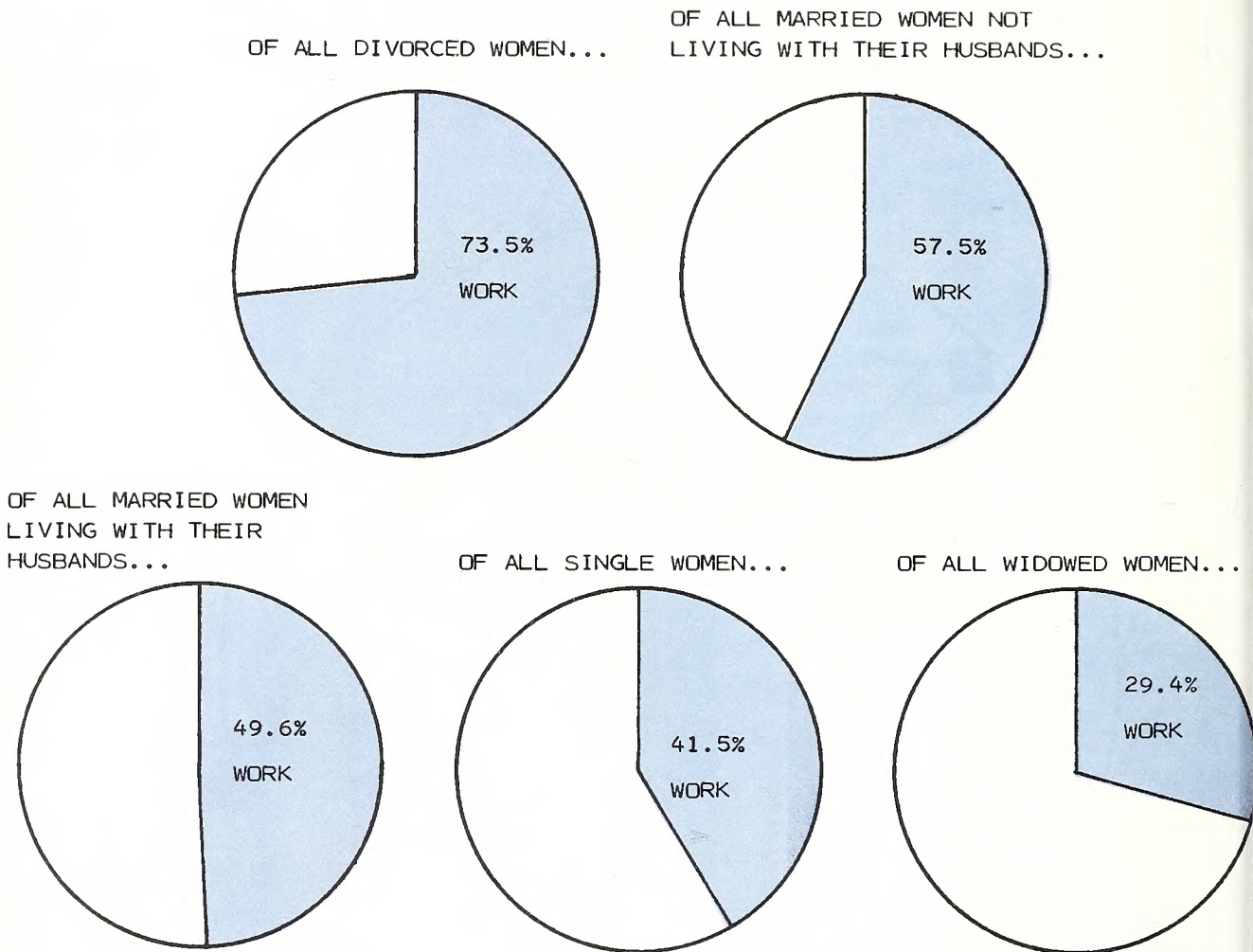


A LARGER PERCENTAGE OF DIVORCED WOMEN WORK THAN WOMEN IN ANY OTHER MARITAL STATUS...

The second largest percentage of women in the labor force were married women whose husbands were absent from home. Fewer widows worked than women in any other marital status category (Figure 2-9).

PERCENTAGE OF WOMEN IN LABOR FORCE BY MARITAL STATUS:  
(BASED ON WOMEN 16 YEARS AND OVER IN NORTH CAROLINA, 1970)

FIGURE 2-9



KEY: COLORED SECTION OF EACH PIE REPRESENTS THE PERCENTAGE OF WOMEN IN THE LABOR FORCE.

THE AVERAGE ANNUAL INCOME OF MEN IS ALMOST TWICE THAT OF WOMEN IN NORTH CAROLINA...

Few women work solely for personal fulfillment. Many work for economic reasons: to support themselves and/or their families or to raise their family's standard of living.<sup>1</sup> Yet women earn less money than men do.

The most basic comparison is the average (mean) income<sup>2</sup> of males and females. In 1970 the average annual income of men in North Carolina was 1.8 times that of women (Figure 2-10).

AVERAGE (MEAN) INCOMES:  
(IN NORTH CAROLINA, 1970)

FIGURE 2-10



NOTE: SEE APPENDIX B FOR EXPLANATION OF METHODOLOGY.

1. United States, Department of Labor, Women's Bureau, "Why Women Work," U.S. Government Printing Office, Washington, D.C., 1973.

2. 

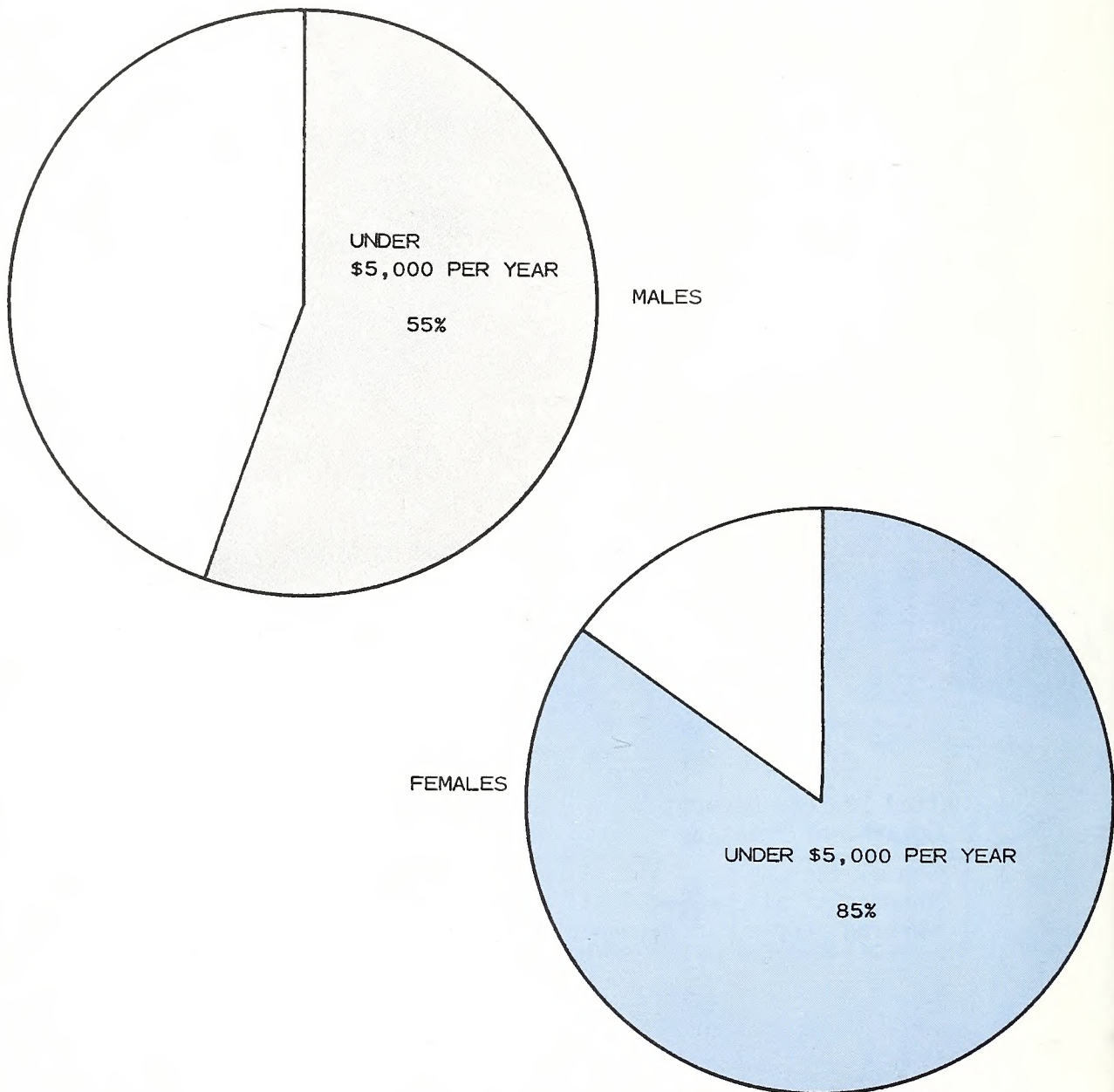
Sum of the incomes of all working people	÷	Total number of all working people	=	Average (Mean) Income
--	---	--	---	-----------------------------

85% OF ALL EMPLOYED WOMEN EARN LESS THAN \$5,000 EACH YEAR...

Fifty-five percent of the employed males in North Carolina earned less than \$5,000 annually in 1970; whereas, 85% of the employed women had average annual incomes of less than \$5,000 per year (Figure 2-11).

INCOME BY SEX:

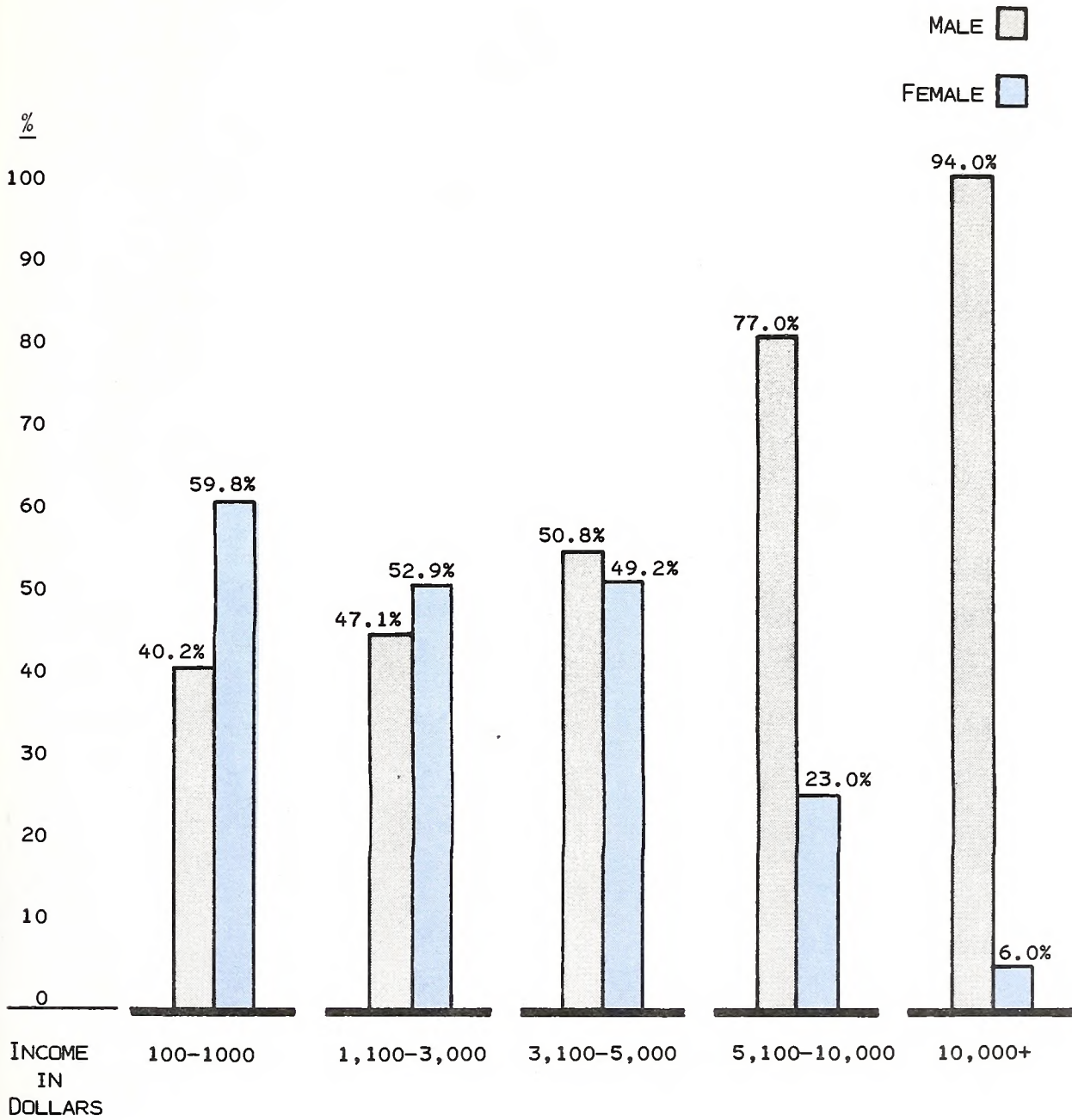
FIGURE 2-11



A MAN IN NORTH CAROLINA IS 12 TIMES MORE LIKELY THAN A FEMALE TO HAVE AN INCOME OF \$10,000 OR MORE...

MALE AND FEMALE PERCENTAGE OF TOTAL INCOME LEVELS:

FIGURE 2-12



MEN MAKE OVER \$3000 A YEAR MORE THAN WOMEN IN THE SAME OCCUPATION...

The inequality of incomes between males and females in the same occupation is astonishing (Figure 2-13). Women's average incomes did not equal men's for any occupation. Men made an average of \$3,333 more a year than women across ALL occupational categories.

Only in professional, technical occupations did women's incomes exceed the average income for the state; whereas, only in service and private household jobs did men make less than the state average.

In the professional, technical, managerial, administrative and sales occupations, THE DIFFERENCES IN INCOMES BETWEEN MEN AND WOMEN EXCEEDED THE AVERAGE ANNUAL INCOME FOR THE STATE!!

INCOME BY OCCUPATION:

(BASED ON TOTAL POPULATION IN NORTH CAROLINA, 1970)

FIGURE 2-13

	STATE AVERAGE INCOME: \$4,701		
<u>OCCUPATION</u>	<u>STATE AVERAGE INCOME</u>	<u>MALE AVERAGE INCOME</u>	<u>FEMALE AVERAGE INCOME</u>
PROFESSIONAL, TECHNICAL	\$7,477	\$ 9,833	\$ 5,130
MANAGERIAL, ADMINISTRATIVE	9,543	10,880	4,687
SALES	5,789	7,883	2,283
CLERICAL	3,871	5,021	3,453
SERVICE, EXCEPT HOUSEHOLD	2,832	4,109	1,944
CRAFT, OPERATIVE	4,224	4,804	2,929
PRIVATE HOUSEHOLD	1,393	2,600*	1,372

\* NUMBER OF CASES LESS THAN 30.

A WOMAN WITH THREE TO FOUR YEARS OF COLLEGE MAKES AN AVERAGE OF \$66 LESS PER YEAR THAN A MAN WITH ONLY AN EIGHTH GRADE EDUCATION...

The difference in income between males and females at the same educational level was substantial in 1970. The more years of education,<sup>1</sup> the greater the differences in incomes between men and women were, with men making a yearly average of \$3,223 more than women.

Women who had three to four years of college made an average of \$66 less per year than men with no more than an eighth grade education.

Men at all levels of education, except for those with less than an eighth grade education, had annual mean incomes that exceeded the state average; whereas, only women with 17 or more years of education had mean incomes greater than the state average (Figure 2-14).

INCOME BY EDUCATION:

(BASED ON AVERAGE ANNUAL INCOMES OF THE TOTAL POPULATION OF EACH SEX IN NORTH CAROLINA, 1970)

STATE AVERAGE ANNUAL INCOME: \$4580

FIGURE 2-14

<u>EDUCATION</u>	<u>AVERAGE INCOME FOR STATE</u>	<u>AVERAGE INCOME BY SEX</u>
K-8	\$ 3,700	M-\$4,505 F-\$2,296
9-12	\$ 4,286	M-\$5,393 F-\$2,927
13-14	\$ 4,486	M-\$5,813 F-\$2,829
15-16	\$ 6,595	M-\$8,526 F-\$4,439
17+	\$11,002	M-\$12,223 F-\$ 7,862

1. Years of education are grouped in five categories: Kindergarten-8th grade is K-8; 9th-12th grades is 9-12; 1st-2nd years beyond high school is 13-14; 3rd-4th years beyond high school is 15-16; and college graduate and beyond is 17+.

TOTAL INDIVIDUAL INCOME BY OCCUPATION, EDUCATION AND SEX:

	PROFESSIONAL, TECHNICAL	MANAGERIAL, ADMINISTRATIVE	SALES
AVERAGE	\$7507	\$9543	\$5789
K - 8	\$9989*	\$8071	\$4046*
	MALE* \$11,443 FEMALE* \$4900	MALE \$9944 FEMALE \$3473*	MALE \$5042 FEMALE \$1944*
9 - 12	\$6467	\$8069	\$4849
	MALE \$7795 FEMALE \$4800	MALE \$9198 FEMALE \$4214*	MALE \$7086 FEMALE \$2093
13 - 14	\$4956	\$9044*	\$7263
	MALE \$6723 FEMALE \$3128*	MALE \$10,970 FEMALE \$3543*	MALE \$9947 FEMALE \$2231*
15 - 16	\$6610	\$12,894	\$7903
	MALE \$9770 FEMALE \$5005	MALE \$13,622 FEMALE \$5133*	MALE \$8885 FEMALE \$4257*
17+	\$11,076	\$15,941*	\$10,583*
	MALE \$12,605 FEMALE \$7781	MALE \$16,567* FEMALE \$13,125*	MALE \$12,100* FEMALE \$3000*

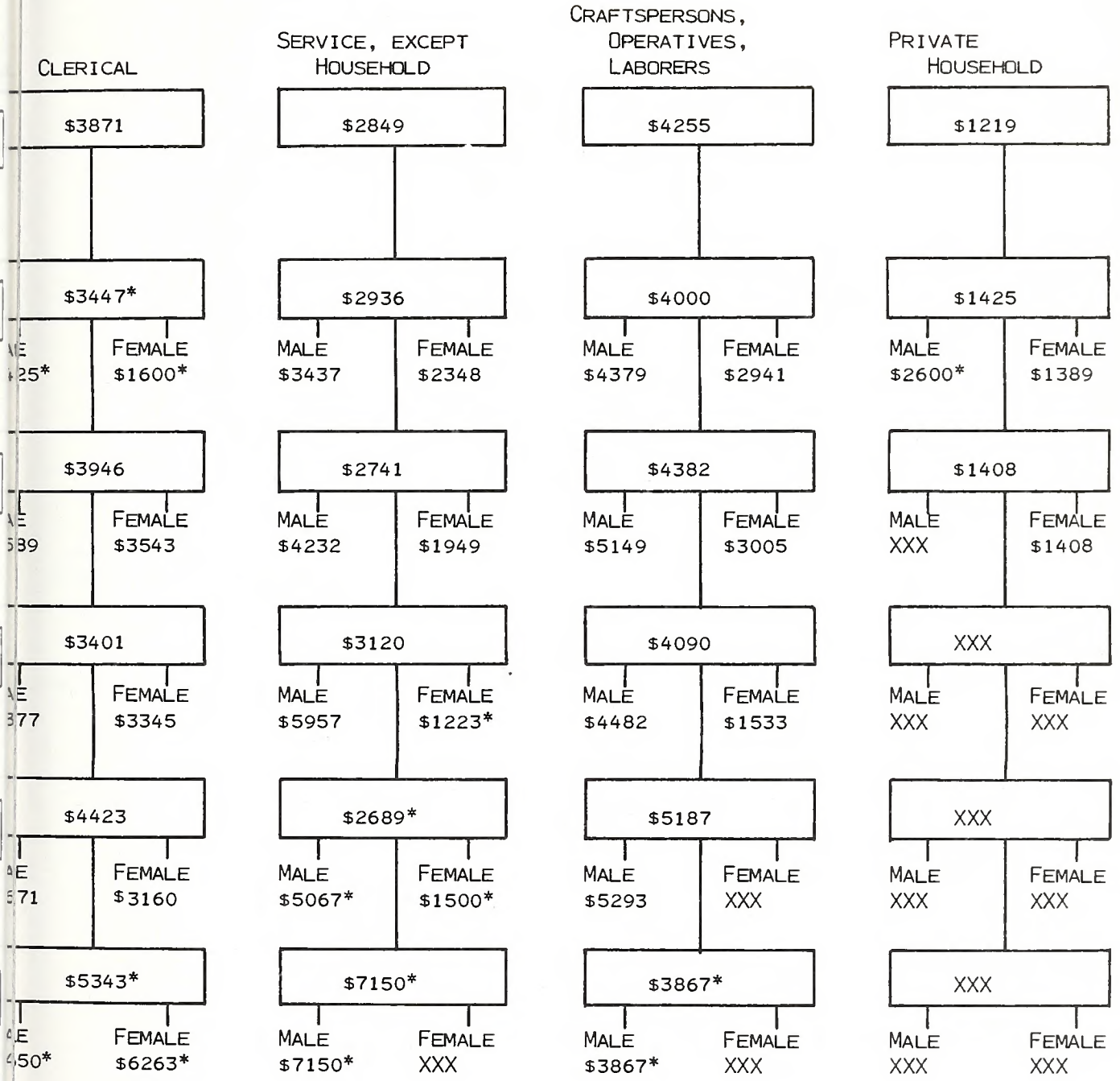
\* NUMBER OF CASES LESS THAN 30.  
XXX NO CASES IN CATEGORY.



FIGURE 2-15

AVERAGE INCOME OF  
TOTAL POPULATION

\$4728  
(NUMBER OF CASES-4531)



## MEN MAKE MORE MONEY THAN WOMEN IN EVERY OCCUPATIONAL CATEGORY AND AT EVERY EDUCATIONAL LEVEL...

Figure 2-15 combines the two previous charts to give an in-depth illustration of the differences in incomes for males and females. Women whose occupation was professional, technical and who had 17 or more years of education had a lower annual income than men in the same occupational category with 9 to 12 years of education.

Men in professional, technical occupations with 17 or more years of education made \$4,810 more a year than men in the same occupation with only 9 to 12 years of education. But for women at similar occupational and educational levels, the difference was only \$2,981 per year.

Similar comparisons can be made for most of the occupational and educational categories. The overwhelming indication is that men make more money than women in nearly every occupational category and with comparable education.

Figure 2-16 further illustrates the income discrepancy between men and women at the same levels of occupation and education.

A statistical technique (multiple linear regression<sup>1</sup>) was employed which allowed estimation of the value of a variable (i.e., income) based on the knowledge of other variables (i.e., sex, occupation and education). For example, if a person in North Carolina were female, had 16 years of education and were employed in a professional, technical occupation, her probable income would be \$4,976 less each year than a man's (based on the overall relationships between income, sex, occupation and education).

In the managerial, administrative and clerical categories, the differences in the incomes earned by males and females remained constant over all educational levels. This means that being female had a detrimental effect on income, regardless of education.

In the other categories, females not only made less than males, but the difference was greater as the level of education increased.

1. For more detailed procedural information, see Appendix C.

ANNUAL DIFFERENCE IN INDIVIDUAL INCOME FOR FEMALES AND MALES:

THE FIGURES BELOW SHOW HOW MUCH LESS WOMEN MAKE ANNUALLY THAN MEN IN THE SAME JOBS AND WITH THE SAME AMOUNT OF EDUCATION. FIGURES ARE AVERAGES.

FIGURE 2-16

YEARS OF EDUCATION	PROF.- TECH.	MGR.- ADM.	SALES	CLERICAL	SERVICE	OPERATIVES- CRAFTS	PRIVATE HOUSEHOLD
8	\$2,488	\$5,734	\$3,568	\$1,566	\$1,904	\$1,522	INSUFFICIENT NUMBER OF MALES FOR ANALYSIS
12	\$3,732	\$5,734	\$5,352	\$1,566	\$2,856	\$2,328	
16	\$4,976	\$5,734	\$7,136	\$1,566	\$3,808	\$3,104	
17+	\$5,287	\$5,734	\$7,582	\$1,566	\$4,046	\$3,298	

OF THE 150,000 WOMEN HEADING FAMILIES, OVER 40% HAD INCOMES BELOW THE POVERTY LEVEL...

Over 16% of all the families in North Carolina had incomes below the poverty level in 1970; however, 41% of the families headed by females had incomes below the poverty level.<sup>1</sup>

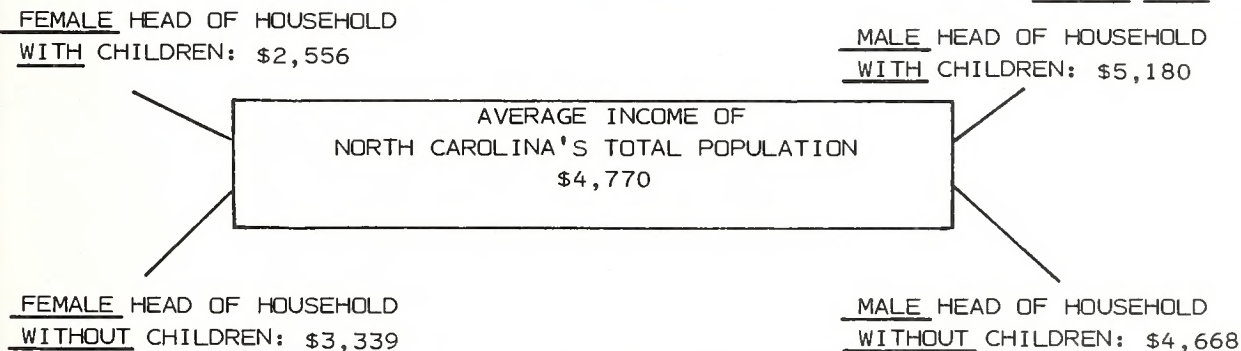
The annual income of a female head of household with children was less than half that of a male head of household with children; \$2,112 less than a male head of household without children; and \$1,401 less than a household with children and a male other than the father present (Figure 2-17).

A female head of household with children made \$783 less per year than a female head of household without children.

And whether a woman had children or not, she still made less money than a man.

AVERAGE FAMILY INCOMES IN NORTH CAROLINA IN 1970:

FIGURE 2-17



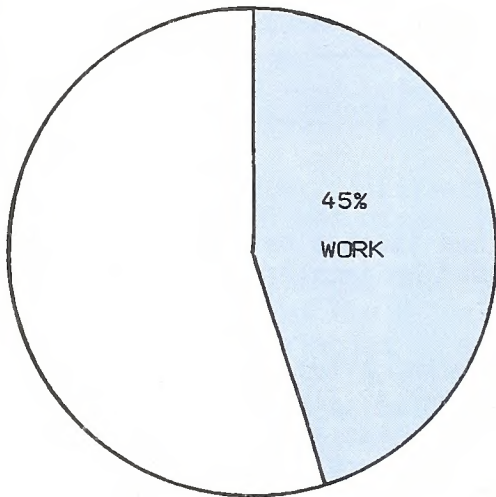
1. United States, Bureau of the Census, Census of Population: 1970, Detailed Characteristics, Final Report PC(1)-D35, North Carolina, U.S. Government Printing Office, Washington, D.C., 1972.

OVER HALF OF ALL MOTHERS WITH CHILDREN UNDER 18 ARE IN THE LABOR FORCE...

Working mothers have become an active part of the work force. Working mothers with children under 18 represented 46% of the female labor force in 1970 (Figure 2-18).

WORKING MOTHERS, BY AGE OF CHILDREN

OF ALL MOTHERS WITH CHILDREN UNDER 6...



OF ALL MOTHERS WITH CHILDREN 6-17...

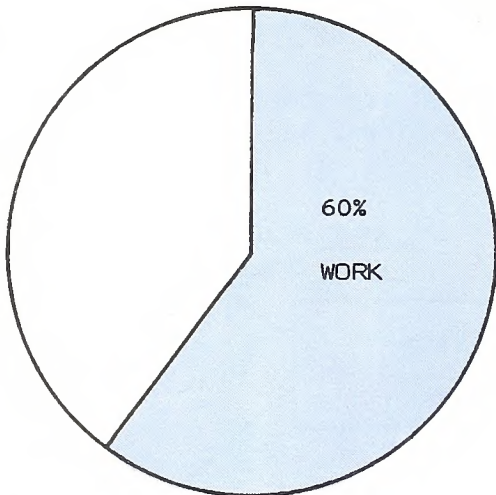
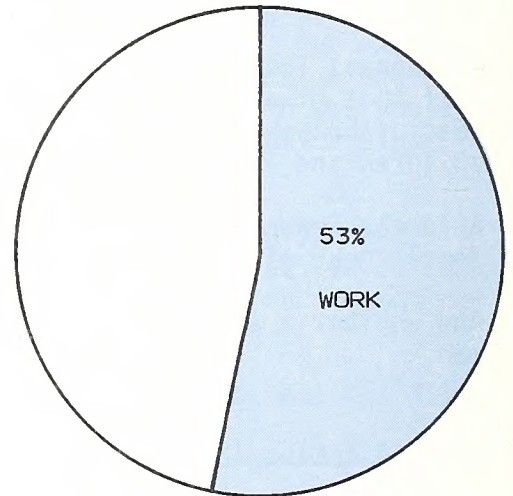


FIGURE 2-18

OF ALL MOTHERS WITH CHILDREN UNDER 18...



KEY: THE COLORED SECTION OF EACH PIE REPRESENTS THE PERCENTAGE OF WOMEN WHO WORK.

## MANY PARENTS NEED DAY CARE FOR THEIR CHILDREN...

Forty-five percent of the mothers with children under six years old are in the labor force. This means that 161,000 women have 214,000 children who need day care services. Many of these mothers must work to support themselves and their families.

## HOWEVER, THERE IS A GREAT SHORTAGE OF DAY CARE FACILITIES...

In 1973 the Learning Institute of North Carolina (LINC) conducted a survey of day care facilities in North Carolina, probably the most comprehensive study of its kind. This study and the North Carolina Office of Child Day Care Licensing report over 1600 day care centers across the state licensed by the Office of Child Day Care Licensing. These centers provide spaces for 65,000 children. Since more than 214,000 children need day care facilities, 149,000 children "are either in day care homes, are looked after by relatives in the home, are cared for in places unknown to the local volunteers who conducted the LINC survey, are uncared for, or are cared for by their mothers -- who want to work or need to work, but are unable to because they can't find a suitable day care arrangement."<sup>1</sup> Over half of the child care services identified by the LINC survey have waiting lists.

## THE COST OF QUALITY DAY CARE IS PROHIBITIVE FOR PARENTS...

Child care is a major industry in North Carolina, with projected operating costs of approximately \$80 million annually. The average cost per child is \$744 per year. Because of the minimal licensing requirements, much of this day care assures only the health and safety of the child, without providing a comprehensive quality program for educational, physical and social development.

LINC estimated that quality day care would cost roughly \$2,000 per year for each child. With almost 90% of all day care facilities presently relying on parents' fees for all or part of their operating costs, parents cannot be called on to supply additional funds. Most could not afford additional costs. (Note income levels in Figure 2-17). On this basis, the LINC survey recommended "that high quality, flexible, comprehensive child care be made available to all parents who want it and need it, at a price they can afford to pay."<sup>2</sup>

1. Learning Institute of North Carolina (LINC) Survey, North Carolina Office of Child Day Care Licensing and Commission on the Education and Employment of Women, mimeographed, 1974.

2. Ibid.

Parents provide most of the operating costs for child day care; however, their involvement beyond this point is limited. Government and private sectors could expand their programs of care of pre-school age children. Even though several government agencies, churches and industries are involved in child care, no one agency has the full responsibility of insuring that the needs of pre-school children are met.

A recent development in child care services is industry-sponsored day care facilities (last category in Figure 2-19). Although industry participation is not yet widespread, the existing programs are successful. Industry-sponsored facilities report decreased labor turn-over and absenteeism, and increased employee stability.

These centers provide more than custodial care: they are committed to development of the child through educational programs. And the concept works! Women are undeniably happier and more productive, knowing that their children are being cared for properly.<sup>1</sup>

GROUPS PROVIDING CHILD DAY CARE SERVICES:

FIGURE 2-19

NAME OF SPONSORING UNIT	PURPOSE OF SERVICE PROVIDED	CURRENT STATISTICS
FEDERAL GOVERNMENT		
AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)	PROVIDES PAYMENTS FOR CHILD CARE IN CERTIFIED CENTERS TO ALL AFDC RECIPIENTS IF DEEMED NECESSARY.	ACCOMMODATES ONLY 25% OF THE ELIGIBLE CHILDREN IN CERTIFIED CENTERS. N.C. RETURNED \$11 MILLION OF FEDERAL FUNDS FOR LACK OF MATCHING STATE AND COUNTY FUNDS FOR DAY CARE.
HEAD START	PROVIDES CHILD CARE FOR LOW INCOME FAMILIES	REACHES ONLY ABOUT 65% OF THE ELIGIBLE CHILDREN.
STATE GOVERNMENT		
KINDERGARTENS	HAS FREE KINDERGARTEN FOR ALL FIVE-YEAR-OLDS.	SERVES ABOUT 55% OF THE FIVE-YEAR-OLDS. ONE OF THE LAST FIVE STATES TO OFFER IT.
OFFICE OF CHILD DEVELOPMENT	PLANS AND COORDINATES CHILD DEVELOPMENT PROGRAMS.	ADMINISTERS ONLY THE STATE CHILD DEVELOPMENT PROJECT, (ARC) APPALACHIAN REGIONAL COMMISSIONS, WHICH SERVES 3,200 CHILDREN WITH FEDERAL FUNDS.

1. LINC Survey, Office of Child Day Care Licensing and Commission on Women.

GROUPS PROVIDING CHILD DAY CARE SERVICES: (CONTINUED)

NAME OF  
SPONSORING  
UNIT

PURPOSE OF  
SERVICES PROVIDED

CURRENT STATISTICS

STATE GOVERNMENT

GOVERNOR'S  
ADVOCACY  
COUNCIL

MAKES SUGGESTIONS AND  
RECOMMENDATIONS ON  
CHILDRENS' NEEDS.

HAS NO ENFORCEMENT POWER.

DIVISION OF  
SOCIAL SERVICES

PROVIDES CERTIFICATION AND  
CONSULTATION WITH CHILD CARE  
FACILITIES. SETS POLICIES  
FOR COUNTY CHILD CARE  
PROGRAMS.

HAS LITTLE TIME FOR CONSUL-  
TATION. SERVICES VARY IN  
QUALITY FROM COUNTY TO  
COUNTY. USED BY 32% OF ALL  
CHILD CARE CENTERS.

BOARD OF  
HEALTH

AIDS COUNTY HEALTH DEPART-  
MENTS IN PROVIDING HEALTH  
SERVICES TO PRE-SCHOOL  
CHILDREN.

PROVIDES SERVICES WHICH VARY  
IN QUANTITY AND QUALITY FROM  
COUNTY TO COUNTY. USED BY  
45% OF ALL CHILD CARE  
CENTERS.

DIVISION OF  
MENTAL HEALTH  
SERVICES

HAS NO LEGALLY MANDATED  
SERVICES; MUST WORK THROUGH  
LOCAL AGENCIES.

PROVIDES SERVICES WHICH VARY  
GREATLY FROM COUNTY TO  
COUNTY. USED BY 33% OF ALL  
CHILD CARE CENTERS.

CHILD DAY CARE  
LICENSING  
BOARD

REGULATES CHILD CARE SERVICES.  
DEVELOPS OPERATING PROCEDURES  
AND LICENSING REQUIREMENTS.

HAS MINIMAL LICENSING REQUIRE-  
MENTS, PROVIDES ONLY FOR  
PHYSICAL SAFETY OF CHILD.

PRIVATE SECTOR

CHURCHES

PROVIDES DAY CARE SERVICES  
FOR PRE-SCHOOL CHILDREN.

PROVIDES FREE RENT AND  
UTILITIES RATHER THAN  
OPERATING COSTS.

INDUSTRY

PROVIDES DAY CARE SERVICES  
FOR CHILDREN OF EMPLOYEES.

REPORTS NINE CENTERS.

## Legislation

Federal legislation and regulations affecting employment have been enacted to prevent discrimination on the basis of sex. The following are of primary importance:<sup>1</sup>

- Title VI of the Civil Rights Act of 1964 prohibits discrimination on the grounds of race, color, or national origin by educational programs receiving federal funds. This legislation provides coverage for students and others. Employment policies and practices are exempted from coverage. It is administered by the Office for Civil Rights, U.S. Department of Health, Education and Welfare, Washington, D.C. 20201, and regional HEW offices.
- Title VII of the Civil Rights Act of 1964, as amended by the Equal Employment Opportunity Act of 1972, prohibits discrimination in employment (including hiring, upgrading, salaries, fringe benefits, training, and other conditions of employment) on the basis of race, color, religion, national origin, or sex. It is administered by the Equal Employment Opportunity Commission, 1800 G Street, N.W., Washington, D.C. 20506, and regional EEOC offices.
- Executive Order 11246, as amended by 11375, prohibits discrimination in employment (including hiring, upgrading, salaries, fringe benefits, training, and other conditions of employment) on the basis of race, color, religion, national origin, or sex by institutions with federal contracts of over \$10,000. It is administered by the Office for Civil Rights, U.S. Department of Health, Education, and Welfare, Washington, D.C. 20201, and regional HEW offices.
- Equal Pay Act of 1963, as amended by the Educational Amendments of 1972 (Higher Education Act), prohibits discrimination in salaries (including almost all fringe benefits) on the basis of sex. It is administered by the Wage and Hour Division, Employment Standards Administration, U.S. Department of Labor, Washington, D.C. 20210, and regional Wage and Hour Division Offices.
- Title IX of the Education Amendments of 1972 (Higher Education Act) prohibits sex discrimination against students or others in education programs or activities. Patterned after Title VI of the Civil Rights Act, Title IX states, "No person...shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving Federal financial assistance." Unlike Title VI, Title IX also covers the employment practices of education institutions. It is administered by the Office for Civil Rights, U.S. Department of Health, Education, and Welfare. Washington, D.C. 20201, and regional HEW offices.
- Title VII (Section 799A) and Title VIII (Section 845) of the Public Health Service Act, as amended by the Comprehensive Health Manpower Training Act and the Nurse Training Amendments Act of 1971, prohibit (a) sexually discriminatory admission of students to federally assisted health personnel training programs, and (b) sexually discriminatory practices affecting employees who work directly with applicants to or students in such programs. It is administered by the Office for Civil Rights, U.S. Department of Health, Education, and Welfare, Washington, D.C. 20201, and regional HEW offices.

1. National Education Association, "What is Affirmative Action?," Washington, D.C., 1973, pp. 10-11.



## EMPLOYMENT

### Conclusion

This chapter clearly illustrates the discrepancies between males' and females' incomes in all occupations and levels of education. Males exceed females in monetary compensation, and their rate of unemployment is lower. Women who head families have the least economic advantages, even though they are a substantial portion of the female work force.

Federal legislation has been enacted to prevent discrimination in employment practices on the basis of sex, but discrimination still exists. To eliminate discrimination, additional legislative action is necessary, first being the ratification of the Equal Rights Amendment. Also the federal system now used for the redress of discrimination cases is over-loaded with complaints, causing undue burdens on the employee and employer. The time factor involved would be reduced considerably if enabling legislation comparable to federal legislation was passed at the state level. A review mechanism for the redress of complaints within mandatory time frames is desperately needed.

Affirmative Action programs are the most effective means of eliminating sex discrimination in employment practices. All employers, including those not subject to federal guidelines, should initiate Affirmative Action plans.

The data show that attainment of the highest educational degree does not insure equal monetary compensation for women. Without equal earning power, women face additional problems. They have the same financial demands as their male counterparts, but less financial power to meet these demands. This is especially true of working women with children.

For those with preschool children, quality child care services are a necessity, yet are in short supply and very expensive. The federal, state and county governments, as well as private employers, have a responsibility to help remedy the problems of day care for preschool children.

Regardless of the age of their dependent children, working mothers, particularly heads of families, have responsibilities in the home that often conflict with their need to work. Many able and some highly capable women who could enter the work force are excluded from employment because their other responsibilities will not allow them to conform to standard work schedules.

Many families have the need for additional income, yet the women can only work part-time because of responsibilities at home. Part-time jobs are not as readily available as full-time jobs, are often found in low-skill occupations and do not allow the part-time employee the same benefits as the full-time employee. The increased utilization of part-time employment or job sharing plans (a single, full-time job divided between two or more persons, including all duties, salaries or wages, and other benefits) could be feasible alternatives.

Some women have the time to devote to a full-time job, but their responsibilities require that they be at home part of the workday. A workable system in this case is a flexible hour plan. It would allow an individual having a full-time job to work at home a certain portion of the time.

Many occupational situations cannot be this flexible, but many jobs can. In the interest of reducing employers' expenses from labor turnover and female unemployment, such work style alternatives should be explored.

State government should continue its trend as a leader by establishing these job plans on a limited, trial basis to thoroughly investigate their feasibility and effectiveness as alternative work styles and their benefit to the private sector.

### Recommendations

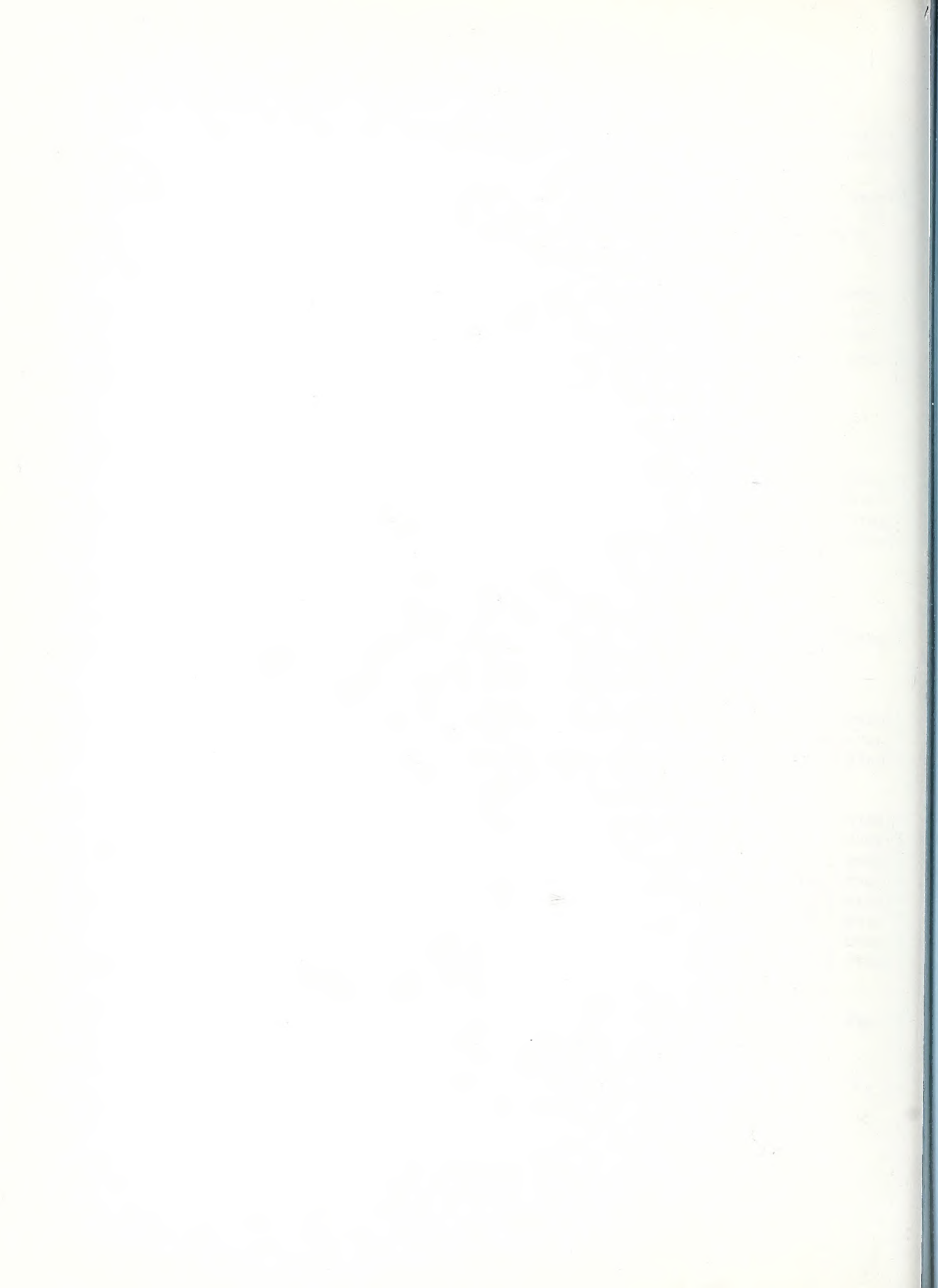
The Commission on the Education and Employment of Women recommends:

1. that the General Assembly ratify the Equal Rights Amendment as written and passed by the United States Congress in 1972;
2. that the General Assembly enact anti-discrimination laws, with enforcement power and review mechanisms under a state Equal Employment Opportunity Commission, implemented through the Human Relations Commission and the Commission on the Education and Employment of Women;
3. that Affirmative Action programs be established by employers throughout the public and private sectors;
4. that the state increase its participation in the provision of quality child care services by:
  - a. improving coordination and communication among federal, state and county governments in an effort to make available comprehensive child care services to all who want and need them commensurate with ability to pay,
  - b. conducting a study to determine the need for child care services for state employees,
  - c. encouraging private employers to establish child care services within their facilities for employees;
5. that part-time employment, job sharing plans and flexible hour plans be fully utilized by both public and private employers; further, that state government immediately undertake the establishment of these plans on a trial basis.

## EMPLOYMENT

### Chart Sources

- Figure 2-1 Data for 1940-1960 from United States, Bureau of the Census, Census of Population: 1960, Characteristics of the Population, vol. 1, part 35, North Carolina, U.S. Government Printing Office, Washington, D.C., 1963.  
Data for 1970 from United States, Bureau of the Census, Census of Population: 1970, Detailed Characteristics, Final Report PC(1)-D35, North Carolina, U.S. Government Printing Office, Washington, D.C., 1972.
- Figure 2-2 North Carolina figures from Census of Population: 1970, Detailed Characteristics, N.C. United States figures from United States, Bureau of the Census, Census of Population: 1970, General, Social and Economic Characteristics, Final Report PC(1)-C1 United States Summary, U.S. Government Printing Office, Washington, D.C., 1972.
- Figure 2-3 Census of Population: 1970, Detailed Characteristics, N.C.
- Figure 2-4 Ibid.
- Figure 2-5 Ibid.
- Figure 2-6 North Carolina figures from Census of Population: 1970, Detailed Characteristics, N.C. United States figures from United States, Bureau of the Census, Census of Population: 1970, General Population Characteristics, United States Summary, U.S. Government Printing Office, Washington, D.C., 1971.
- Figure 2-7 North Carolina figures from Census of Population: 1970, Detailed Characteristics, N.C. United States figures from Census of Population: 1970, General Population Characteristics, U.S.
- Figure 2-8 Census of Population: 1970, Detailed Characteristics, N.C.
- Figure 2-9 Ibid.
- Figure 2-10 United States, Bureau of the Census, Census of Population: 1970, "Public Use Sample 1/1000", U.S. Government Printing Office, Washington, D.C., 1971.
- Figure 2-11 Ibid.
- Figure 2-12 Ibid.
- Figure 2-13 Ibid.
- Figure 2-14 Ibid.
- Figure 2-15 Ibid.
- Figure 2-16 Ibid.
- Figure 2-17 Ibid.
- Figure 2-18 United States, Department of Labor, Women's Bureau, "Women Workers in North Carolina, 1970," U.S. Government Printing Office, Washington, D.C., 1974.
- Figure 2-19 Learning Institute of North Carolina (LINC) Survey, North Carolina Office of Child Day Care Licensing and Commission on the Education and Employment of Women, mimeographed, 1974.



# SOCIAL CONCERNS

Welfare

Divorce and Support

Illegitimacy, Abortion and Family Planning

Mental Health — Mental Illness

Alcohol and Drug Abuse

Rape

Corrections — Adult and Juvenile Offenders



*The Great Seal of the State of North Carolina, 1779-1794  
Minerva, or Liberty, is the defender of the Constitution in her armored,  
plumed helmet.*

## "WELFARE"

THE AVERAGE AFDC\* MOTHER IN NORTH CAROLINA:

1. CANNOT RELY ON CHILD SUPPORT PAYMENTS FROM HER HUSBAND.
2. HAS LIMITED EDUCATION AND JOB TRAINING.
3. CANNOT SEEK ADEQUATE EMPLOYMENT OR JOB TRAINING BECAUSE CHILD CARE SERVICES ARE LACKING.
4. LIVES ON INCOME BELOW THE MINIMUM SUBSISTENCE LEVEL IN NORTH CAROLINA.

THEREFORE, SHE DOES NOT HAVE THE INCOME, EDUCATION OR EMPLOYMENT NEEDED TO SUPPORT HERSELF AND HER CHILDREN.

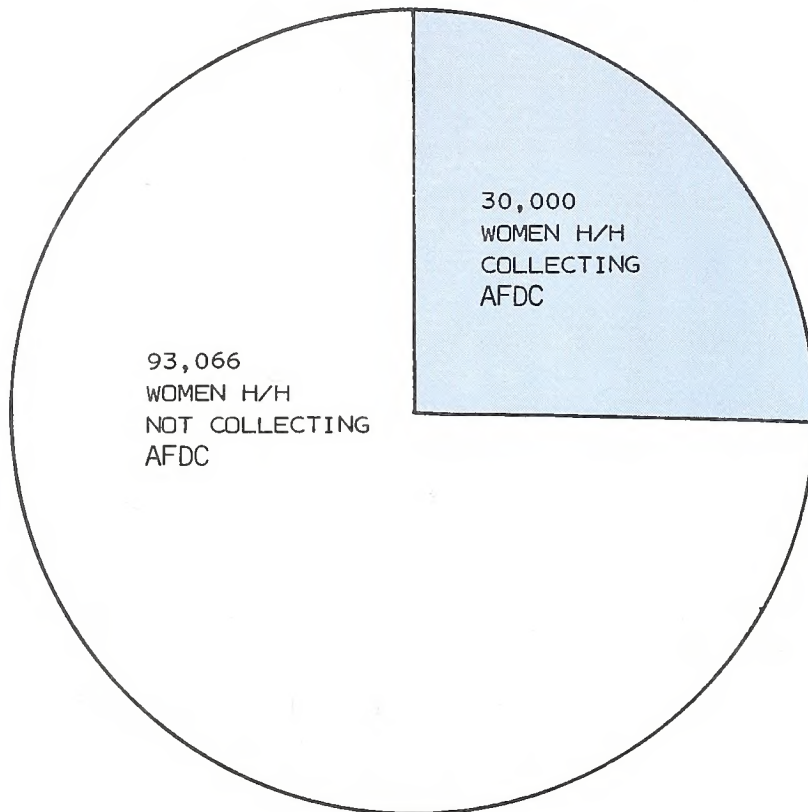
\* AFDC - Aid to Families with Dependent Children is the largest category in our present welfare system. Federal, state and county governments contribute to AFDC. Recipients are mothers with children, but without a husband at home. They must meet minimum financial standards before qualifying for AFDC.

Note: Chart sources for the section on Welfare are on page 63.

MOTHERS RECEIVING AFDC PAYMENTS COMPRISE 25% OF THE WOMEN HEADS OF HOUSEHOLDS UNDER AGE 65 IN NORTH CAROLINA...

WOMEN HEADS OF HOUSEHOLDS:

FIGURE 3-1



Of the 123,066 women in North Carolina under age 65 who head their households, 30,000 are collecting AFDC payments (Figure 3-1).

The welfare mother must provide for herself and her family with the help of the government (federal, state and county funds make up AFDC payments). The father is generally absent from home and nonsupportive.



THE AVERAGE AFDC MOTHER CANNOT RELY ON HER HUSBAND'S SUPPORT FOR THE FAMILY...

STATUS OF FATHER IN AFDC FAMILIES:

FIGURE 3-2

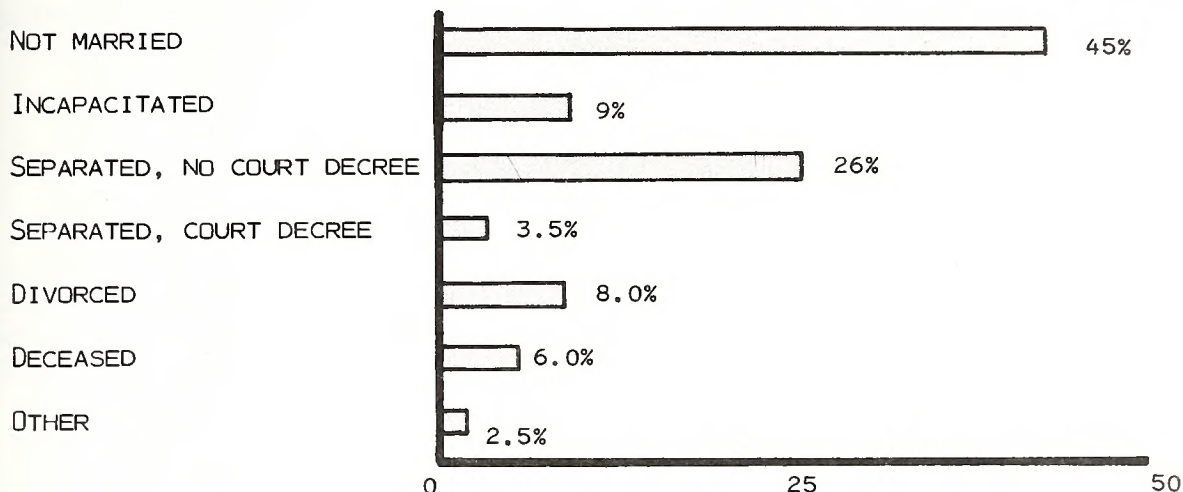
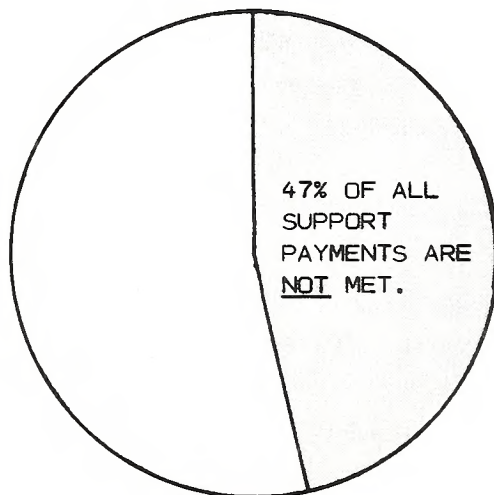


Figure 3-2 indicates that only 8% of the AFDC parents are divorced. Without bringing a divorce action, the dependent spouse does not have a court-approved separation agreement, which generally orders reasonable support payments. Criminal action for nonsupport, timely and inhibitory, is an inadequate remedy. A remedy is needed because 47% of the support payments are never met (Figure 3-3). Yet AFDC mothers do not have the monetary means to pay for a divorce, and free Legal Aid cannot reach all those who need it. Seventy-one percent of the fathers separate without a divorce, desert the family or cohabit. The life style choices circumvent divorce costs and assure incoming AFDC payments.

SUPPORT PAYMENTS NOT MET BY FATHERS:

FIGURE 3-3

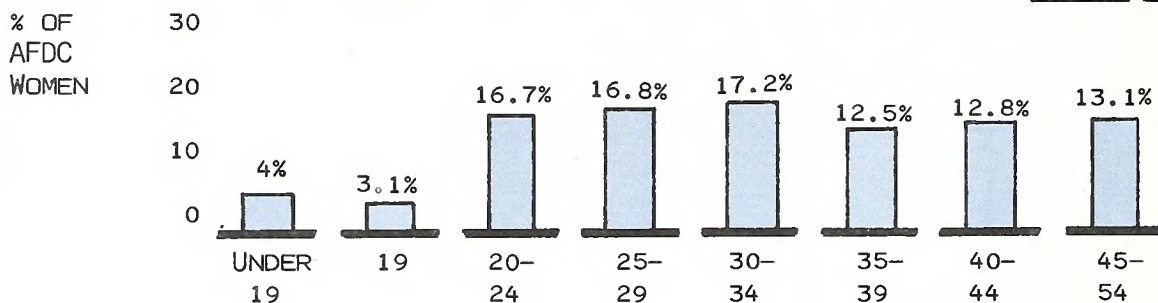


THE AVERAGE AFDC MOTHER IS IN HER EARLY THIRTIES, HAS NOT COMPLETED HIGH SCHOOL AND IS NOT HIGHLY EMPLOYABLE...

AGE OF MOTHERS:

(AFDC FAMILIES WITH MOTHERS IN HOME, 1973)

FIGURE 3-4



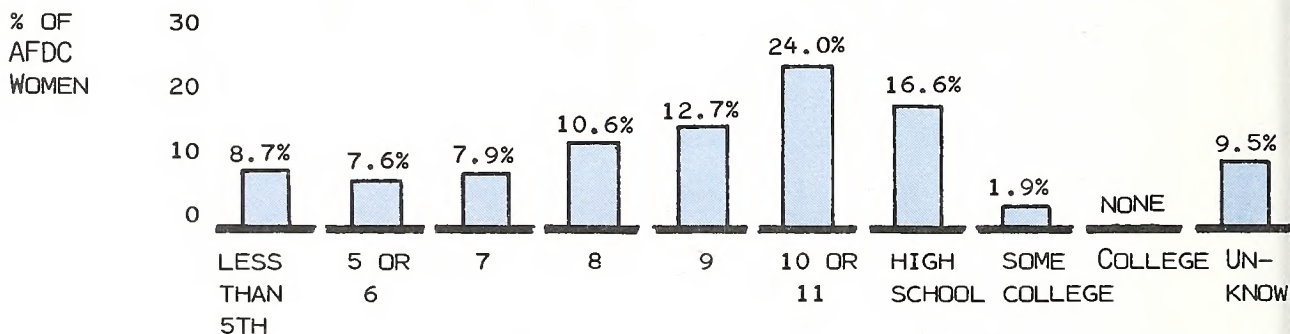
Median Age - 32.6

The thirty-year-old woman with children is a high risk job applicant. She has spent time with the family instead of gaining work experience and employers are skeptical of her lack of occupational experience and her continuing family responsibilities.<sup>1</sup>

HIGHEST GRADE OF SCHOOL COMPLETED BY MOTHER:

(AFDC FAMILIES WITH MOTHERS IN HOME, 1973)

FIGURE 3-5



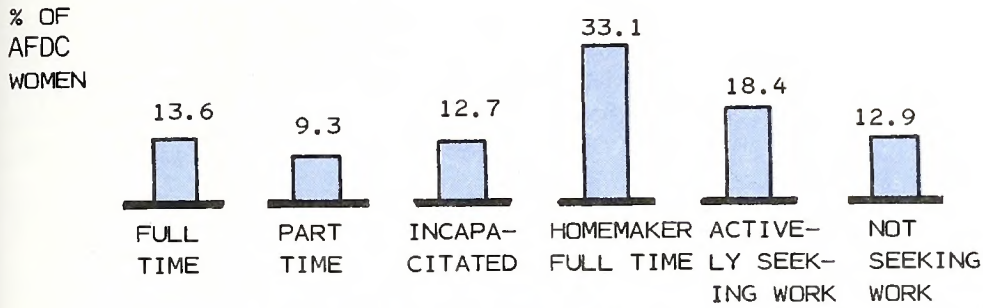
Median Grade - 10th

The low educational level of welfare mothers thwarts their employment potential.

1. United States, Department of Labor, "The Economic Role of Women," U.S. Government Printing Office, Washington, D.C., 1973, p. 107.

EMPLOYMENT OF MOTHERS:  
(AFDC FAMILIES WITH MOTHERS IN HOME, 1973)

FIGURE 3-6



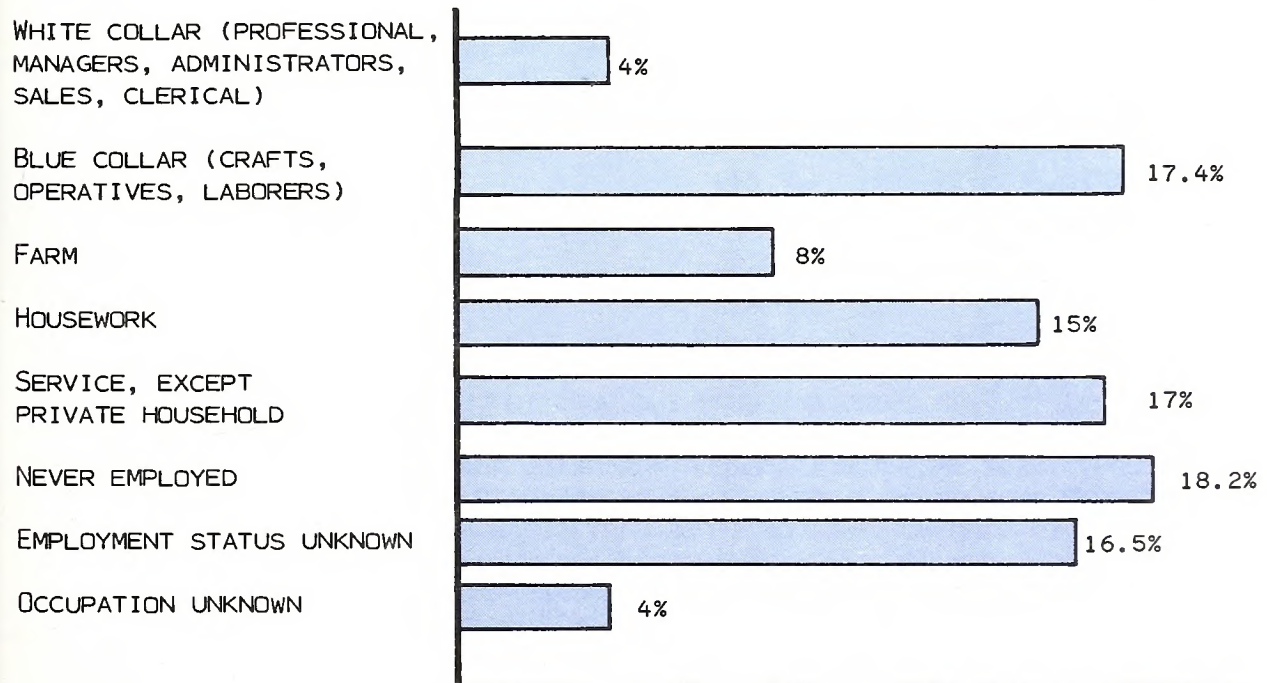
Eighteen percent of North Carolina welfare mothers are actively seeking employment. But Figures 3-4 and 3-5 demonstrate the difficulties the welfare mother may encounter when seeking a job because of her lack of work experience and children at home. Even though 10% have full- or part-time work, Figure 3-7 shows the type of low-paying job the average welfare mother has.

AFDC MOTHERS WHO HAVE WORKED ARE USUALLY UNSKILLED...

Few businesses or industries can afford to train unskilled workers, yet AFDC mothers cannot get training on their own because of children at home and the lack of adequate child care (Figure 3-7).

OCCUPATION TYPES OF AFDC MOTHERS:

FIGURE 3-7



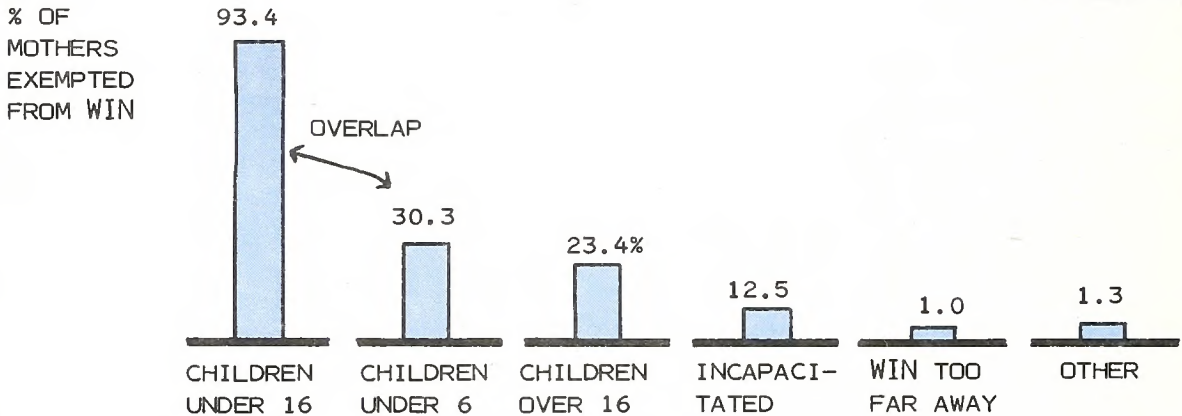
LACK OF ADEQUATE CHILD CARE SERVICES PREVENTS AFDC WOMEN FROM RECEIVING JOB TRAINING...

Job Training with WIN (Work Incentive Program)

"Every applicant for AFDC must register for WIN (a federal job-training program), unless exempted under specified conditions. The major reasons for exemption are that one or more of the children are under 16, or that the mother or caretaker relative is needed to care for a child under six."<sup>1</sup> (Figure 3-8).

REASONS FOR EXEMPTION FROM WIN:  
(APPLIES TO AFDC FAMILIES, 1973)

FIGURE 3-8



Seventy-five percent of AFDC mothers in North Carolina never even registered for WIN. They were exempt because of children at home. Sixteen percent of all AFDC mothers were required to register for WIN, and 10.7% registered voluntarily. Even though over 25% of the AFDC mothers registered, only 500 out of the 7,200 WIN participants actually completed job entry\* on the basis of their WIN training in 1973 (Figure 3-9).

WIN

(JULY 1973 TO JUNE 1974)

FIGURE 3-9

FEMALE PARTICIPANTS	7,209
COMPLETED JOB ENTRY*	499
RETURN TO WELFARE AND EXEMPTED FROM WIN	270
LEFT WELFARE	528
REFUSE TO PARTICIPATE	0

\*NOTE: COMPLETED JOB ENTRY CATEGORY INCLUDES THOSE PARTICIPANTS WHO HAVE HELD A JOB FOR 90 DAYS AND ARE OFF WELFARE; DOES NOT INCLUDE THOSE WHO COULD NOT FIND A JOB, THOSE WHO HAVE A JOB BUT ARE STILL RECEIVING WELFARE AND THOSE WHO DEREGISTERED BECAUSE OF ILLNESS, LACK OF ADEQUATE DAY CARE OR OTHER SIMILAR PROBLEMS; ALSO DOES NOT INCLUDE THOSE PARTICIPANTS WHO HELD A JOB LESS THAN 90 DAYS. THE 7,000 PARTICIPANTS INCLUDE THE NUMBER OF INITIAL PARTICIPANTS AND THOSE WHO WITHDREW TEMPORARILY AND REREGISTERED.

1. United States, Department of Health, Education and Welfare, 1973 Findings of the AFDC Study, U.S. Government Printing Office, Washington, D.C., 1974, p. 11.

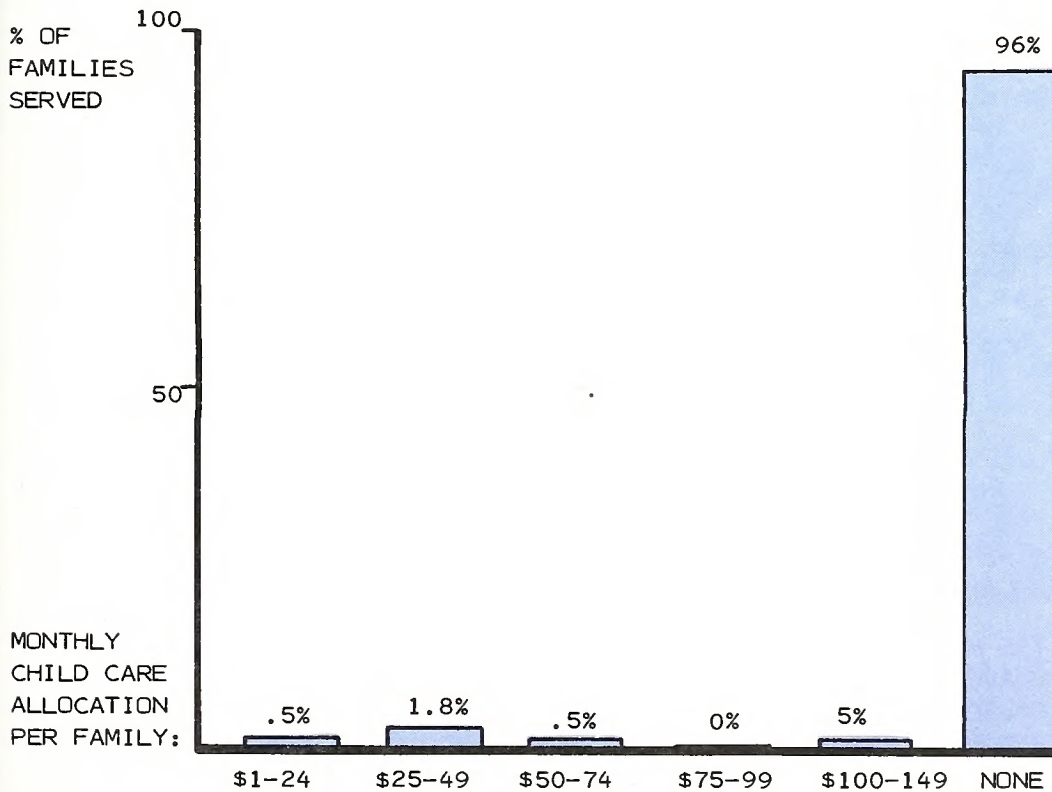
ONLY 25% OF THE AFDC CHILDREN IN NORTH CAROLINA CAN BE ACCOMMODATED IN CERTIFIED CHILD CARE CENTERS...

Monthly AFDC payments provide food, clothing and shelter at a subsistence level, leaving no money for child care. However, the federal government sponsors child care programs through its AFDC grants. "All pre-school children whose families are AFDC recipients are eligible for child care payments if an outside-the-home experience is in the child's best interests."<sup>1</sup> But as shown in Figure 3-10, the extra allocation for child care is minimal. In 1973, 96% of the AFDC families received no allocation for child care.

Only 25% of AFDC children in North Carolina can be accommodated in certified centers. More children could be cared for if 1) more centers were built and 2) state and county governments could match federal funds for monthly child care allocations to AFDC families. Last year, North Carolina had to return \$11 million to the federal government for lack of matching state and county funds.<sup>2</sup>

AFDC FAMILIES WITH WORKING PARENT RECEIVING MONTHLY CHILD CARE PAYMENTS:  
(IN 1971)

FIGURE 3-10



1. Learning Institute of North Carolina, Who Cares for Children?, p. 42.
2. 1973 Findings of the AFDC Study, Table 76.

THE MAXIMUM AFDC BUDGET IS LESS THAN THE MINIMUM SUBSISTENCE LEVEL IN NORTH CAROLINA...

The AFDC welfare mother and her three children live on an average of \$150 each month in North Carolina (not including Medicaid and food stamps). This is not even enough money necessary to subsist for one week in North Carolina (Figure 3-11).

<u>MINIMUM COST OF LIVING</u> <u>SUBSISTENCE LEVEL:</u> (IN NORTH CAROLINA, 1973)		<u>WELFARE MAXIMUM</u> <u>BUDGET</u>	<u>FIGURE 3-11</u>
FOOD	2,333.55	996.00 (PLUS FOOD STAMPS)	
SHELTER	1,777.00	864.00 (INCLUDES FURNISHINGS)	
FURNISHINGS	326.63	67.00 (HOUSEHOLD GOODS)	
TRANSPORTATION	773.98	60.00	
CLOTHING	621.74	240.00	
MEDICAL	703.84	MEDICAID	
PERSONAL	192.26	28.00	
LIFE INSURANCE, GIFT	67.29	NONE	
MISCELLANEOUS	<u>232.70</u>	<u>42.00</u>	
	7,028.99	2,297.00 (PLUS FOOD STAMPS AND MEDICAID)	

NOTE: THE MAXIMUM ALLOWED IN THE WELFARE BUDGET IS \$2,297. HOWEVER IN FACT, THE AVERAGE PAYMENT IS 14% LESS THAN THE MAXIMUM. THUS AN AFDC FAMILY OF FOUR RECEIVES AN AVERAGE PAYMENT OF \$150 PER MONTH PLUS FOOD STAMPS AND MEDICAID.

## "WELFARE"

### Conclusion

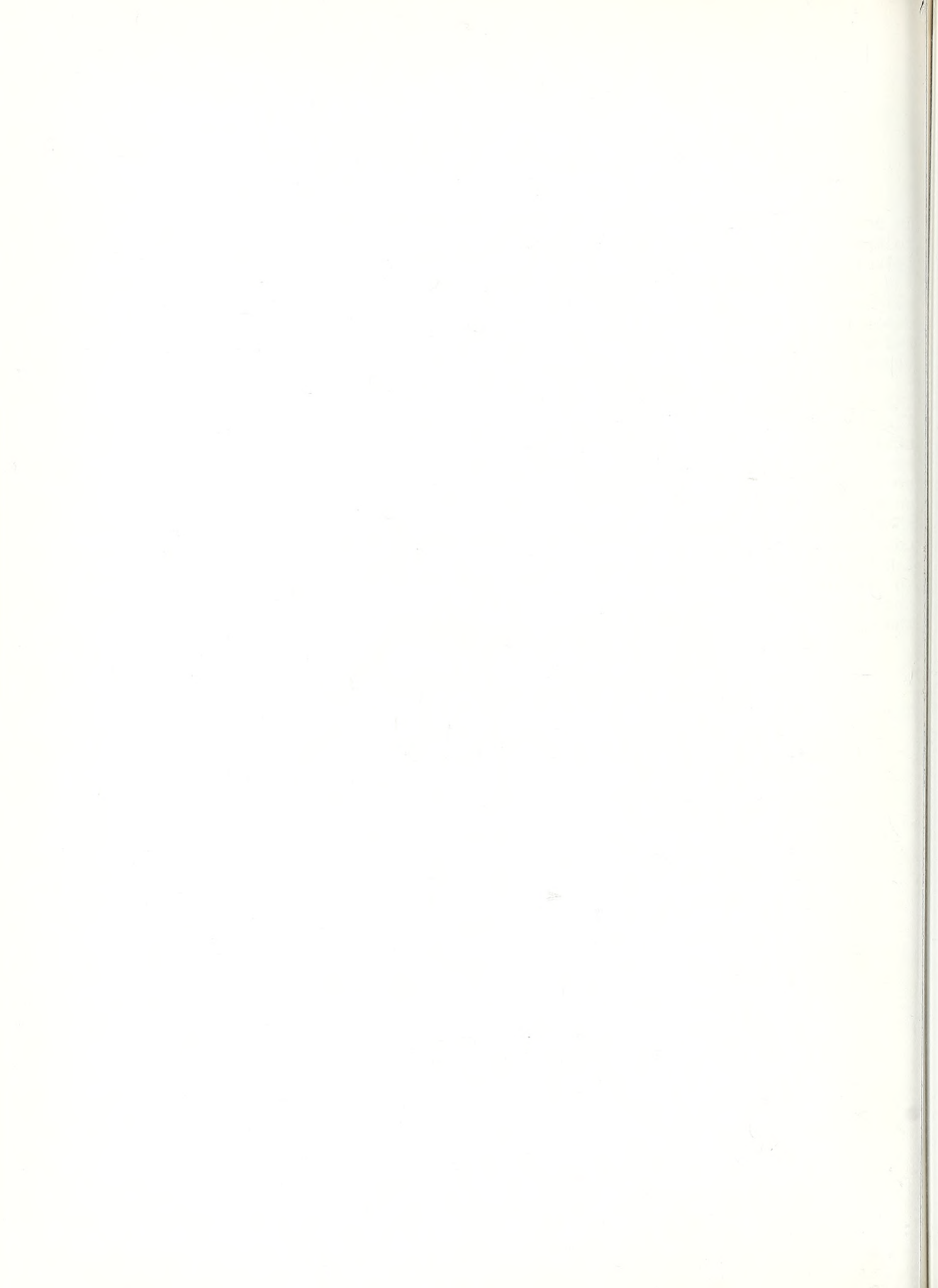
In order to prevent the destructive effects of poverty, the state must strive to provide ways and means to enable persons to sufficiently care for themselves and their families. Often the poor woman's education, vocational training, child day care and employment opportunities are neglected, causing her to rely on the support of another person or the welfare system. But this dependence is unreliable; statistics show that support payments often are not made, and welfare payments are drastically low. A woman should not be encouraged to depend on another person or institution to provide for her.

The average AFDC (Aid to Families with Dependent Children) woman in North Carolina is without the security of a solid educational background, a promising job skill, adequate child care services, reliable support payments or a sound income. Therefore, social services for the poor woman should promote self-help programs. By providing day care and job training programs which successfully enable poor women to be economically self-supporting, the costs of welfare should decrease as the number of welfare recipients decreases. The savings in cost can be transferred to child day care and job training programs. Simultaneously, the welfare family should at least be receiving income comparable to the minimum subsistence level of income in North Carolina. The welfare program can thus become a conduit for persons entering the labor force, rather than an end in itself.

### Recommendations

The Commission on the Education and Employment of Women recommends:

1. that the availability of day care facilities for all welfare and low-income persons seeking full time employment be given high priority by local authorities;
2. that programs which include vocational counseling, job training and job placement for persons on welfare be expanded and
3. that the General Assembly support the reforms introduced by Social Services regarding improved enforcement of child support orders for welfare mothers.





## "WELFARE"

### Chart Sources

- Figure 3-1 United States, Bureau of the Census, Census of Population: 1970, Detailed Characteristics, Final Report PC(1)-D35, North Carolina, U.S. Government Printing Office, Washington, D.C., 1972, p. 599.
- United States, Department of Health, Education and Welfare, 1971 Findings of the AFDC Study, U.S. Government Printing Office, Washington, D.C., 1972, Table 87.
- Figure 3-2 United States, Department of Health, Education and Welfare, 1972 Findings of the AFDC Study, U.S. Government Printing Office, Washington, D.C., 1974, Table 17, part I.
- North Carolina, Department of Social Services, The AFDC Family in North Carolina, Table J, figures for 1961, 1967, 1969, 1971.
- Figure 3-3 Department of Social Services, The AFDC Family in North Carolina.
- Figure 3-4 Department of Health, Education and Welfare, 1973 Findings of the AFDC Study, Table 30.
- Figure 3-5 Ibid., Table 31.
- Figure 3-6 Ibid., Table 33.
- Figure 3-7 Ibid., Table 36.
- Figure 3-8 Ibid., Table 53.
- Figure 3-9 North Carolina, Employment Security Commission, mimeographed forms MA5-98 and MA5-99.
- Figure 3-10 Department of Health, Education and Welfare, 1973 Findings of the AFDC Study, Table 76.
- Figure 3-11 Minimum cost of living subsistence level figures from Research Triangle Institute, "Cost of Living Subsistence."  
Welfare maximum budget figures from North Carolina, Department of Human Resources, State Welfare Manual.



## "DIVORCE AND SUPPORT"

- FACT 1 THE DIVORCE RATE IN NORTH CAROLINA DOUBLED FROM 1962 TO 1972.
- FACT 2 DIVORCE IS A COSTLY AND SIGNIFICANT SOCIAL CONCERN OF THE STATE.
- FACT 3 THE JUDICIAL BRANCH SPENDS MUCH TIME ON DOMESTIC RELATIONS CASES.
- FACT 4 THE LEGISLATIVE AND ADMINISTRATIVE BRANCHES EXPEND TIME AND MONEY AIDING FATHERLESS FAMILIES.
- FACT 5 SOME NORTH CAROLINA LAWS DISCOURAGE WOMEN FROM ASSUMING ECONOMIC RESPONSIBILITIES FOR THEIR FAMILIES.
- FACT 6 THE MEDIAN INCOME OF FEMALE-HEADED FAMILIES IN NORTH CAROLINA IS BELOW THE POVERTY LEVEL; THUS, THE NEED EXISTS FOR STATE ASSISTANCE.

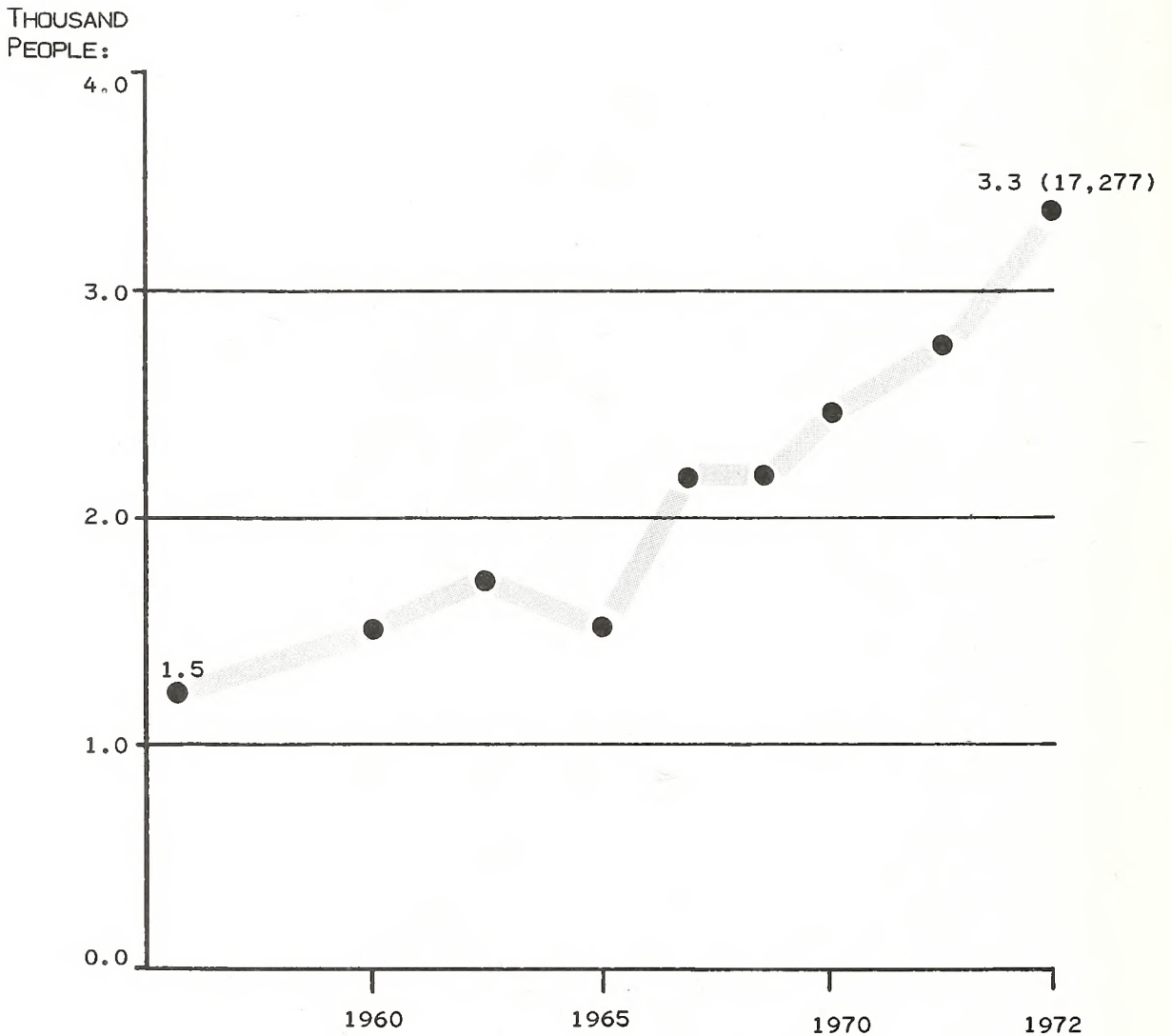
Note: Chart sources for the section on Divorce and Support are on page 77.

FACT 1 THE DIVORCE RATE IN NORTH CAROLINA DOUBLED FROM 1962 TO 1972.

In 1962 there were 15 divorces for every 1,000 people; in 1972 there were 33 divorces for every 1,000 people (Figure 3-12).

DIVORCE RATE PER THOUSAND POPULATION:  
(IN NORTH CAROLINA, 1972)

FIGURE 3-12



Legislature

Divorce law  
Alimony or support law  
Child care law  
Juvenile law  
Family planning laws  
Education planning  
Social service laws

Child Care

Day care  
Foster homes  
Guardian mother  
Institutional care

Department of  
Public Education

Family courses  
Marriage roles  
Parental roles  
Sex education

FACT 2  
  
DIVORCE IS A COSTLY  
AND SIGNIFICANT SOCIAL  
CONCERN OF THE STATE.



DIVORCE  
INTERSECTS

Health Services

Abortion  
Venereal disease  
Drug abuse  
Psychiatric  
counseling  
Vital statistics:  
Divorce rate  
in North  
Carolina

Income  
Tax

Federal:  
Alimony tax  
deduction  
  
Child care  
deduction

Social  
Services

AFDC:  
  
Social services  
Medicaid  
Food stamps  
Collections division

Judicial Department

Courts: Custody  
Alimony  
Divorce  
Support  
Prosecutor in  
support orders  
Juvenile courts

Child support  
and exemptions

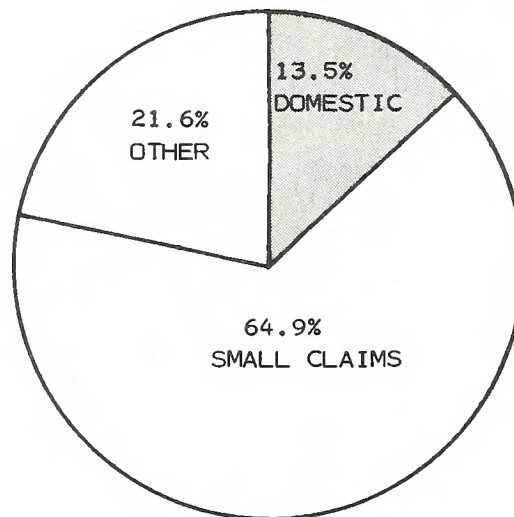
State:  
Income tax  
Child support policy

FACT 3 THE JUDICIAL BRANCH SPENDS MUCH TIME ON DOMESTIC RELATIONS CASES.

Over 13% of all civil cases filed are domestic (Figure 3-13). State-wide information has not been collected to determine the amount of time spent on domestic cases, but the information collected from Wake County Civil Court judges will serve as an example. It takes approximately two months to hear a civil case on nonsupport. A judge in Wake County explained that one of the reasons for the long wait is that the courts must spend an inordinate amount of time on divorce cases in which the parties have contested the grounds for alimony. (Alimony laws require proof of fault to be eligible for payments).

CASES FILED IN NORTH CAROLINA CIVIL COURTS:

FIGURE 3-13



Criminal courts also deal with domestic problems, such as nonsupport. State-wide data has not been compiled to determine the nonsupport caseload; however, the information collected from the county clerk's office of Wake County can provide some measurement. Wake County issues an average of three warrants a day for nonsupport claims.<sup>1</sup> Of approximately 25 different types of cases in criminal district court, nonsupport is usually the sixth most frequent.<sup>2</sup>

1. Clerk of Court, Wake County, North Carolina.
2. District Court Calendar, Wake County, North Carolina.

FACT 4 THE LEGISLATIVE AND ADMINISTRATIVE BRANCHES EXPEND TIME AND MONEY AIDING FATHERLESS FAMILIES.

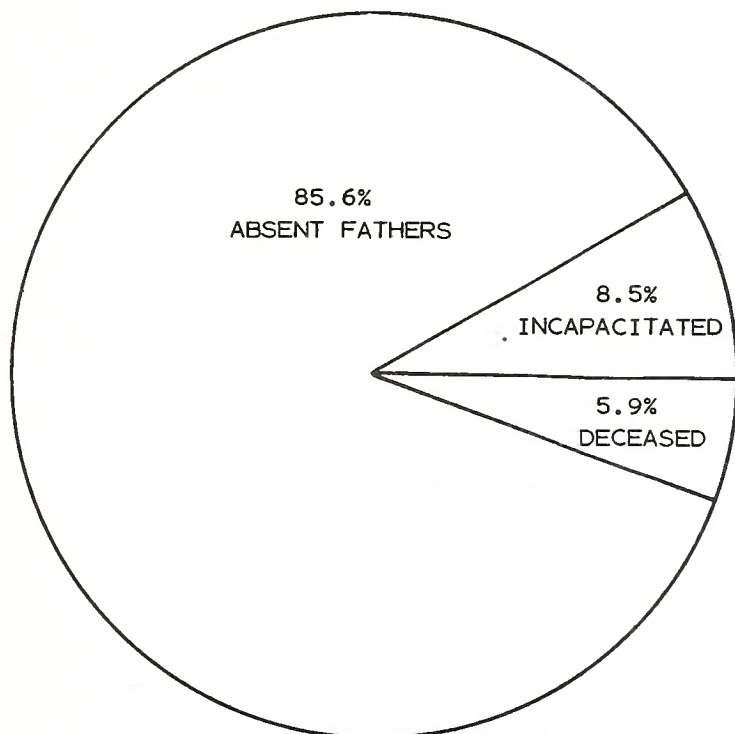
A study has not been made in North Carolina on the means by which divorced or separated women support themselves and their families. However, we can partially gauge the degree of state aid by examining the costs of state support for welfare women who are separated from their husbands.

The Aid to Families with Dependent Children (AFDC) welfare program helps families which have only one supporting parent (Figure 3-14). The state contributes 12.5% of the total payments; the federal government, 75%; and the county, 12.5%.<sup>1</sup>

From June 1973 to June 1974 total AFDC payments averaged \$6.5 million per month.<sup>2</sup> (This did not include costs of Medicaid and other social services). The state must continue to aid the AFDC woman because she is generally unemployable, and the father of her children is usually absent and negligent in making his support payments (Figure 3-16).

STATUS OF FATHER IN AFDC FAMILIES:

FIGURE 3-14



1. Learning Institute of North Carolina, Who Cares for Children?, 1974.  
2. This amount of money does not even provide enough income to meet the minimum subsistence level in North Carolina. See section on "Welfare."

FACT 5            SOME NORTH CAROLINA LAWS DISCOURAGE WOMEN FROM ASSUMING  
ECONOMIC RESPONSIBILITY FOR THEIR FAMILIES.

Figure 3-16 illustrates the problem of enforcing court orders which call for fathers to meet their child support obligations. Even though the laws attempt to protect children and wives, enforcing responsibility is a difficult task. Also, while protective laws for the family may be necessary, they presume that wives are unable to work. The laws, therefore, indirectly discourage women from assuming economic responsibility for their families. And yet, because many women cannot depend on adequate support from their husbands, they should be encouraged to prepare for full employment.

"The ancient common law obligation of the husband to support his wife and family continues to exist in North Carolina..."<sup>1</sup>

Laws Obligating Husbands:

North Carolina General Statutes:

- 14-322 Failure of husband to support his wife after abandoning her is a misdemeanor.
- 14-324 Husband must support his wife and children from his property and earnings.
- 14-325 Failure of husband to provide adequate support for wife and children while living with them is a misdemeanor.

"...The law of North Carolina has given married women economic freedom and substantial privileges without casting upon them corresponding burdens."<sup>2</sup>

Early North Carolina Laws Giving Women Economic Responsibility:

- NCGS 52-1 Wife is allowed separate property.
- 52-2 Wife is allowed to contract.
- 52-3 Wife is allowed a separate bank account.

However, the trend in legal reform is to place more responsibility on women.

Laws Giving Women Family Responsibility:

- NCGS 50-16.2 The 1967 amendment to the law on grounds for alimony changes the assumption that the male is the sole provider. The amendment uses the phrases "supporting spouse and dependent spouse" rather than wife and husband.

Protective laws do allow women to depend on their husbands for child support. These laws were necessary because men and women did not have equal opportunities and equal responsibilities. Protective family laws are still needed, but there is a legal movement to eliminate sexually-biased laws. The protection for the family remains, but the underlying premise of a woman's dependency role is being eroded.

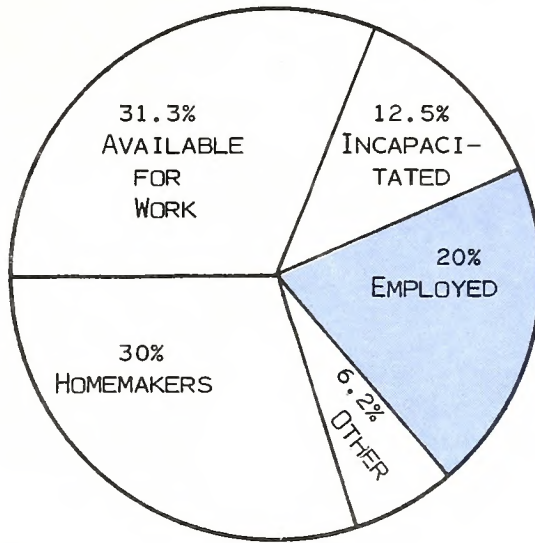
1. Robert E. Lee, North Carolina Family Law, 3rd ed., vol. 2, Michie Company, Charlottesville, Virginia, 1963, p. 49.  
2. Ibid.



Many divorced women need state aid because they are under-employed and cannot rely on child support payments.

EMPLOYMENT STATUS OF MOTHERS RECEIVING AFDC:

FIGURE 3-15

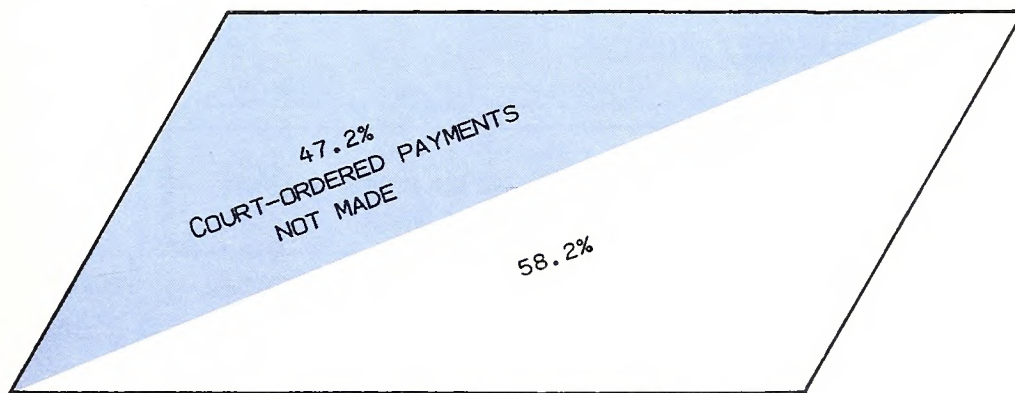


NOTE: MEDIAN SCHOOL YEARS COMPLETED BY MOTHERS IS 9.8.

Figure 3-15 shows that 30% of the AFDC mothers are available for work, but many are not being hired. One problem is that their educational level is low. They will continue to receive state aid, but they need more education and job training.

COURT-ORDERED CHILD SUPPORT TO AFDC FAMILIES:

FIGURE 3-16



AFDC mothers cannot rely on support payments. AFDC statistics show that over 47% of all court-ordered support payments were not met in 1973 (Figure 3-16).

FACT 6 THE MEDIAN INCOME OF FEMALE-HEADED FAMILIES IN NORTH CAROLINA IS BELOW THE POVERTY LEVEL; THUS, THE NEED EXISTS FOR STATE ASSISTANCE.

Heads of Families<sup>1</sup>

Median Income	<b>\$ 8,303</b>
---------------	-----------------

The median income of female-headed families was less than half the income of male-headed families in North Carolina in 1970. "The average woman who has been married has not had the same labor market experience as her husband."<sup>2</sup>

Female Heads of Families<sup>3</sup>

<b>\$ 3,996</b>	Median Income
-----------------	---------------

The discrepancy in median incomes for males and females illustrates the need for state aid. Thirteen percent of all male-headed families (149,399) lived on incomes below the poverty level. Forty percent of all families headed by females lived on incomes below the poverty level in 1970 (Figure 3-17). This means that more than 60,000 female-headed families in North Carolina lived on less than \$4000 in 1970.<sup>4</sup>

INCOME OF FEMALE-HEADED FAMILIES:

FIGURE 3-17

	<b>40 %</b> BELOW POVERTY LEVEL
--	---------------------------------

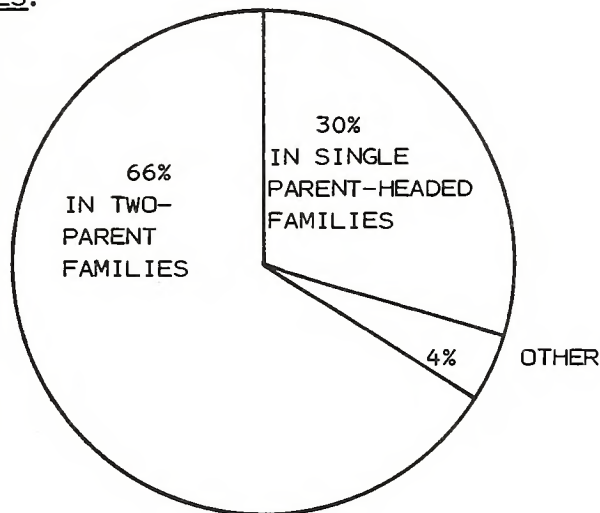
1. Census of Population: 1970, Detailed Characteristics, N.C., Table 198.
2. Department of Labor, "The Economic Role of Women," p. 107.
3. Census of Population: 1970, Detailed Characteristics, N.C., Table 198.
4. United States, Department of Labor, "Women Workers in North Carolina," U.S. Government Printing Office, Washington, D.C., 1970.

OF ALL CHILD ABUSE CASES, A LOWER PERCENTAGE OCCURS IN SINGLE-PARENT FAMILIES.

The increasing rate of child abuse in North Carolina is concerning. In 1972 child abuse occurred most often when parents were living together. Less child abuse occurred in one-parent families (Figure 3-18). Although the increasing rate of divorce is not a positive trend, tragic consequences result when spouses continue an unhealthy relationship.

CHILD ABUSE CASES:  
(1972)

FIGURE 3-18



The percentage of children who suffer abuse decreased as the family income level increased (Figure 3-19). Efforts should be made to insure that divorced spouses are not left in poverty.

PERCENT OF CHILDREN ABUSED:  
(1972)

FIGURE 3-19

<u>INCOME IN \$</u>	<u>ALL FAMILIES</u>	<u>WHITE</u>	<u>NEGRO</u>	<u>PUERTO RICAN</u>	<u>PERCENT OF ALL U.S. FAMILIES</u>
UNDER 3,000	22.3	17.7	24.8	34.5	12.5
3,000 TO 4,999	26.1	21.9	18.6	41.9	12.8
5,000 TO 6,999	16.2	18.5	14.1	9.7	16.1
7,000 TO 9,999	12.7	15.9	11.7	5.4	24.3
10,000 TO 14,999	2.6	3.1	1.9	1.1	22.4
15,000 AND OVER	0.4	0.9	0.2	0.0	12.0
UNKNOWN	<u>19.8</u>	<u>22.2</u>	<u>18.6</u>	<u>7.5</u>	<u>0.0</u>
NUMBER	1380	536	630	93	49,834,000



## "DIVORCE AND SUPPORT"

### Conclusion

The divorce rate in North Carolina is rising, costing the state time and money in administrative, judicial and social services. Some divorced women end up on the welfare rolls, some work at low paying jobs, and others may depend on support payments. The legislature appropriates great amounts of money for welfare families, but not enough to meet even the minimum subsistence level in North Carolina. The courts are flooded with nonsupport cases, but are unable to effectively enforce support payments. The laws provide for the protection of divorced spouses and their children, yet indirectly encourage a wife's dependency on her husband. Nevertheless, the assistance of the laws, courts and state are needed since 40% of the women heads of households, many of whom are divorced, live below the poverty level.

The data on divorce compels a discussion of the need for economically independent women. Because the judicial, administrative and social service agencies are deluged with domestic problems, individual responsibility is indisputably more effective than dependency. The emphasis on individual responsibility does not eliminate the need for protective legislation. Support laws are needed, but they should not encourage dependency. They can be written to protect the family without limiting the contribution of any one family member. Yet realistically, protective legislation is not enough. There is no guarantee that support payments will be made. The best guarantee for the welfare of the woman and her children is her own economic independence which requires more education and job opportunities. Of equal importance, women must accept the responsibility to become independent.

Even though individual economic independence should be stressed, governmental and judicial involvement with domestic cases will continue. Improvements should be made in the legal procedures presently available to persons with domestic problems. The data show that many court-room hours are spent on domestic cases, and nonsupport complaints are frequently and repeatedly heard. Although there was no state-wide information on the number of nonsupport cases, the limited available data show that nonsupport is a frequent problem. It is not unusual for cases to wait two months to be heard. As one North Carolina judge explained, the court must hear many lengthy domestic cases because the laws require proof of fault by one of the parties before alimony can be paid or denied. While parties argue over personal matters regarding faults in the marriage, rather than the needs of the family and the ability of the spouse to contribute, the nonsupport cases await their turn to be heard. In the meantime, both parents and children suffer. Changes must be made in the present system to ease the burden on the children, the parties and the state.

## Recommendations

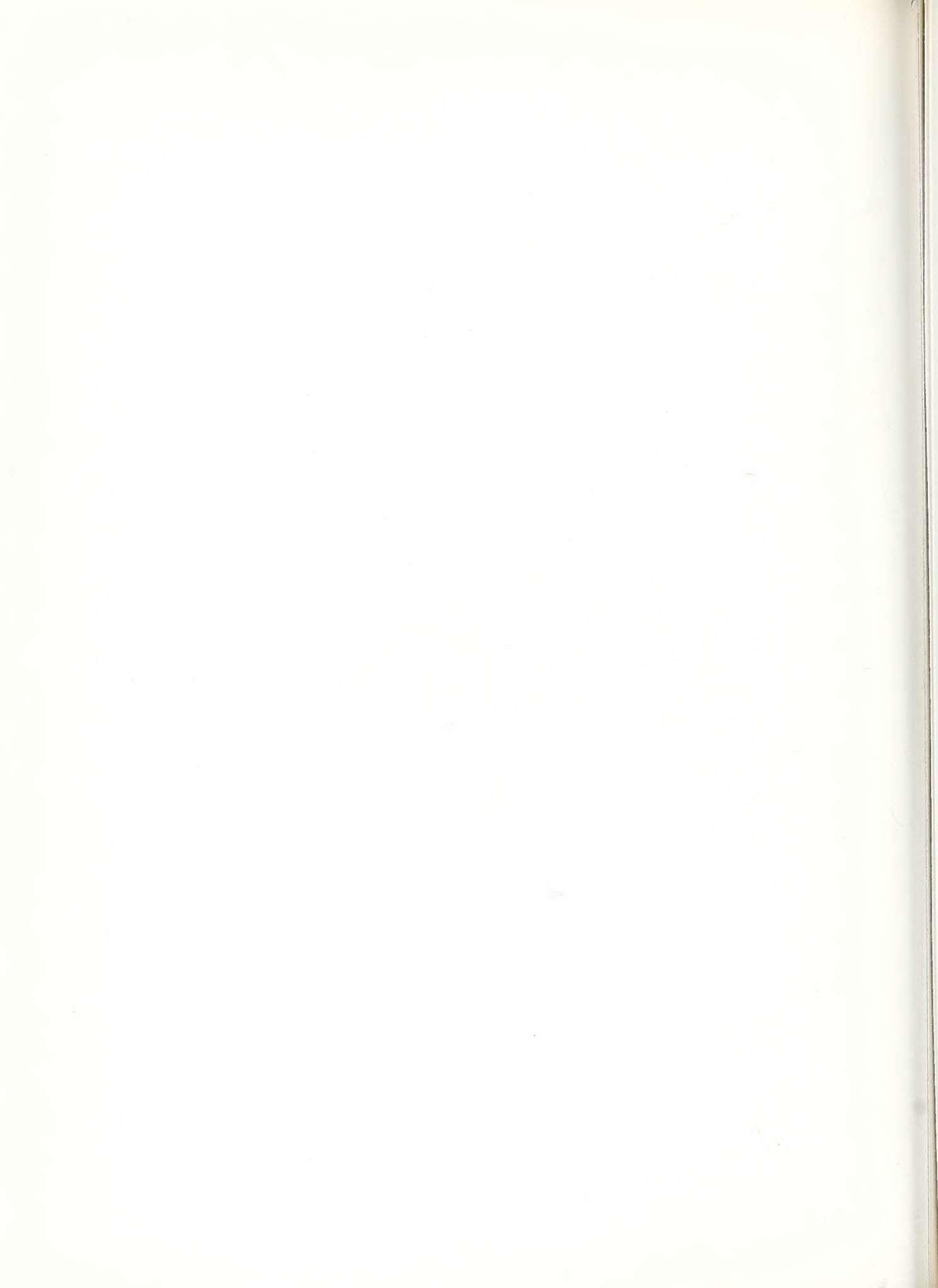
The Commission on the Education and Employment of Women recommends:

1. that criminal protective laws which determine family obligations be written in terms of need, not in terms of sex;
2. that proof of fault required for alimony payments be eliminated and
3. that a legislative committee be appointed to study additional procedural mechanisms for nonsupport complaints such as:
  - a. an administrative procedure to investigate persons who are late or absent with their support payments and
  - b. a family law division within the court system with free legal services available to persons having nonsupport complaints and needing domestic counsel.

"DIVORCE AND SUPPORT"

Chart Sources

- Figure 3-12 North Carolina, Board of Health, North Carolina Vital Statistics, vol. 1, 1972.
- Figure 3-13 North Carolina, Judicial Department, Annual Report of the Administrative Offices of the Courts, 1973.
- Figure 3-14 North Carolina, Department of Human Resources, The AFDC Family in North Carolina, (1961 to 1973), p. 3.
- Figure 3-15 Ibid., p. 4.
- Figure 3-16 Ibid., p. 6.
- Figure 3-17 United States, Department of Labor, "The Economic Role of Women," U.S. Government Printing Office, Washington, D.C., p. 107.
- Figure 3-18 Proceedings of The Second Governor's Conference on Child Abuse and Neglect, April 17-18, 1972, Raleigh, North Carolina.
- Figure 3-19 Ibid.





"ILLEGITIMACY, ABORTION  
AND FAMILY PLANNING"

THE OVERALL BIRTH RATE IN NORTH CAROLINA HAS DECREASED IN THE LAST DECADE.

THE ILLEGITIMATE BIRTH RATE HAS INCREASED.

ONE OF SEVEN CHILDREN BORN IN NORTH CAROLINA IS ILLEGITIMATE; TWO-THIRDS OF ALL ILLEGITIMATE BIRTHS INVOLVE SCHOOL-AGE GIRLS.

THE NUMBER OF ABORTIONS HAS INCREASED ENORMOUSLY IN THE LAST YEAR; ONE-THIRD OF ALL ABORTIONS INVOLVE SCHOOL-AGE GIRLS.

BOTH ILLEGITIMACY AND ABORTION ARE EXPENSIVE. FAMILY PLANNING IS NEEDED AND WILL SAVE NORTH CAROLINA MONEY.

Note: Chart sources for the section on Illegitimacy, Abortion and Family Planning are on page 87.

THE BIRTH RATE IN NORTH CAROLINA HAS DECLINED IN THE PAST DECADE SIMULTANEOUSLY WITH THE INCREASE OF FAMILY PLANNING SERVICES...

Patterns of birth rates are of fundamental importance in understanding the population dynamics of North Carolina (Figures 3-20 and 3-21). A high birth rate may place a burden on the social and economic structures of society, and thereby affect the role that women and men will assume in society. Family planning, however, has provided a means of self-determination, increasing opportunities and free choice.

PATTERNS OF BIRTH RATES:

FIGURE 3-20

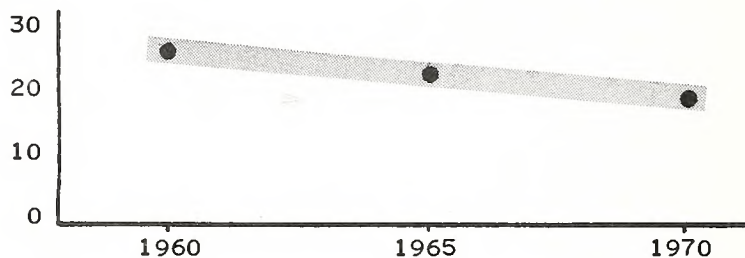
<u>YEAR</u>	<u>TOTAL POPULATION</u>		<u>WHITE</u>		<u>NONWHITE</u>	
	<u>NUMBER OF BIRTHS</u>	<u>CRUDE BIRTH RATE</u>	<u>NUMBER</u>	<u>RATE</u>	<u>NUMBER</u>	<u>RATE</u>
1960	109,744	24.1	75,258	22.1	34,516	29.8
1965	97,656	20.3	66,274	18.3	31,385	26.2
1970	98,455	19.4	69,664	17.9	28,791	24.2

NOTE: CRUDE BIRTH RATE IS THE TOTAL NUMBER OF BIRTHS DURING THE YEAR DIVIDED BY THE TOTAL POPULATION OF NORTH CAROLINA FOR THAT YEAR, EXPRESSED IN PER THOUSAND TERMS. THUS IN 1960 THERE WERE 24.1 BIRTHS IN NORTH CAROLINA FOR EVERY THOUSAND PEOPLE.

BIRTH RATE IN NORTH CAROLINA:

FIGURE 3-21

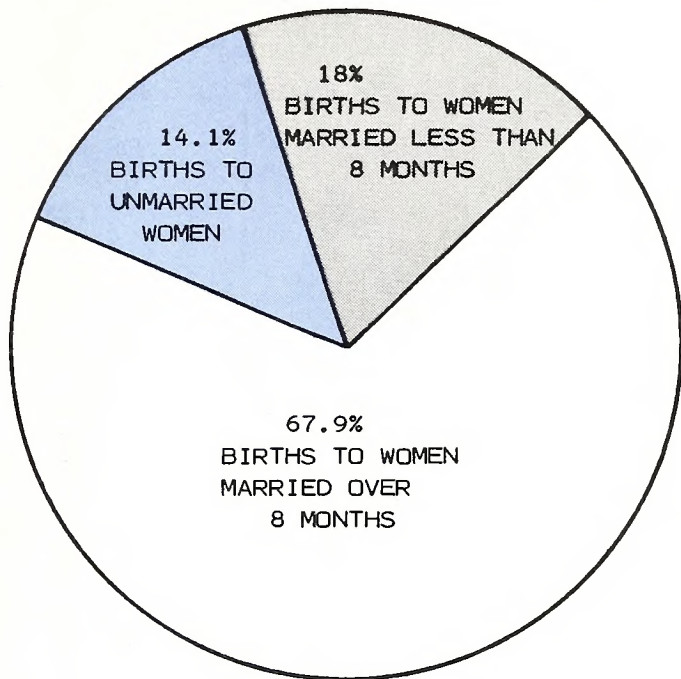
% OF BIRTHS FOR EVERY 1000 PERSONS:



ONE OF EVERY THREE CHILDREN BORN IS CONCEIVED OUT OF WEDLOCK...

MARRIAGE STATUS AND CHILDBIRTH IN NORTH CAROLINA:

FIGURE 3-22



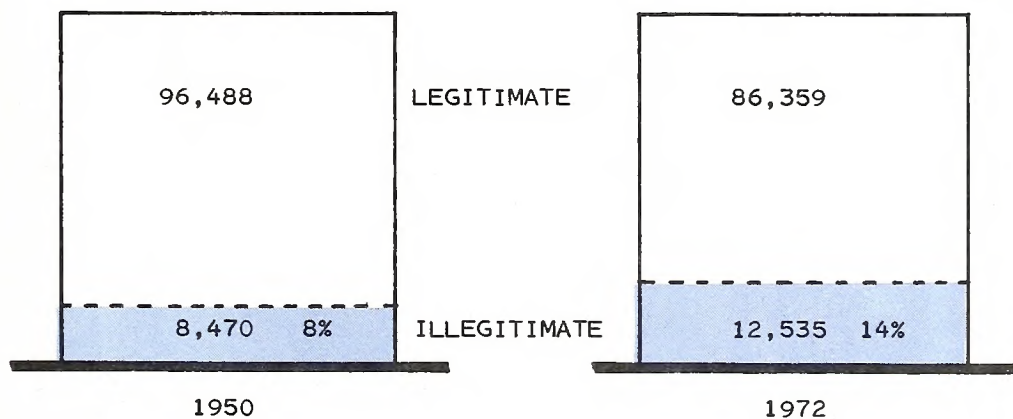
ABOUT ONE CHILD OF EVERY SEVEN BORN IN NORTH CAROLINA IS ILLEGITIMATE...

One important goal of family planning is to reduce the number of unwanted births, particularly those delivered out of wedlock.

Although the overall birth rate has declined in recent years, the number of illegitimate births has increased (Figure 3-23).

TOTAL BIRTHS:

FIGURE 3-23



The illegitimacy rate was higher for nonwhite females under age 19 and higher for white females age 20 and over in 1972 (Figure 3-24).

ILLEGITIMACY, BY COLOR:  
(IN NORTH CAROLINA)

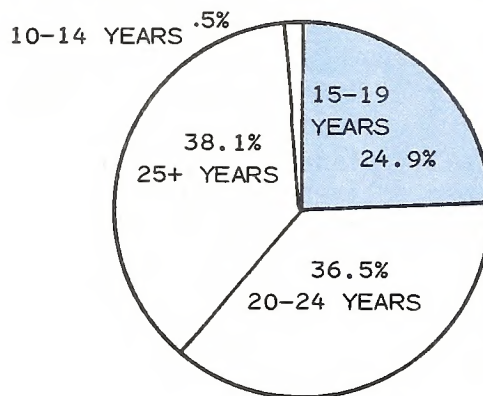
FIGURE 3-24

<u>AGE, IN YEARS</u>	<u>WHITE</u>	<u>NON-WHITE</u>
10-14	.2%	1.2%
15-19	19.8	36.4
20-24	37.3	34.8
25+	<u>42.7</u>	<u>27.6</u>
TOTAL	100%	100%

ALTHOUGH SCHOOL-AGE GIRLS HAD ONLY ONE-FOURTH OF ALL CHILDREN BORN, THEY HAD TWO-THIRDS OF ALL ILLEGITIMATE CHILDREN BORN...

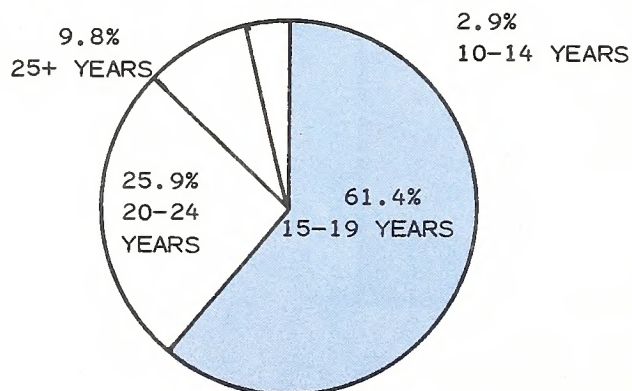
LIFE BIRTHS BY AGE OF MOTHER:  
(IN NORTH CAROLINA, 1972)

FIGURE 3-25



ILLEGITIMATE BIRTHS BY AGE OF MOTHER:  
(IN NORTH CAROLINA, 1972)

FIGURE 3-26



IN 1973 OVER 11,000 ABORTIONS WERE PERFORMED...

Half of the abortions in North Carolina in 1973 were performed on women who had never been married (Figure 3-27).

ABORTIONS PERFORMED, BY MARITAL STATUS:

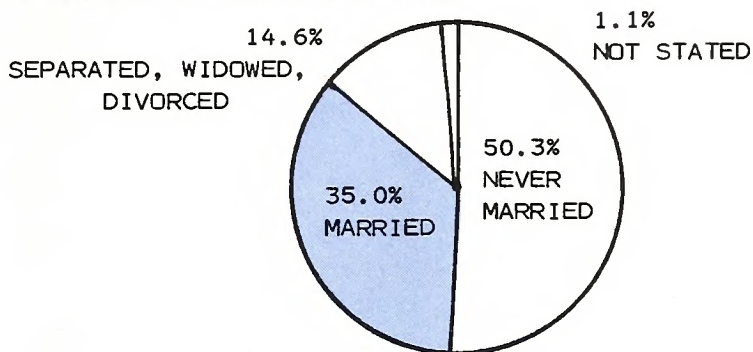


FIGURE 3-27

One-third of the abortions in North Carolina in 1973 were performed on school-age girls (Figure 3-28).

ABORTIONS PERFORMED, BY AGE:

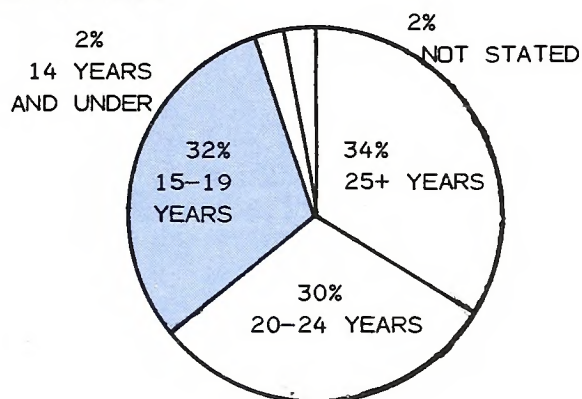


FIGURE 3-28

THE NUMBER OF ABORTIONS PERFORMED INCREASED ALMOST 43% FROM 1972 TO 1973...

Number of Abortions:	Percentage Increase:
1972 - 8,365	
1973 - 11,935	42.7%

INCREASE IN ABORTIONS, BY AGE:  
(1972 TO 1973)

FIGURE 3-29

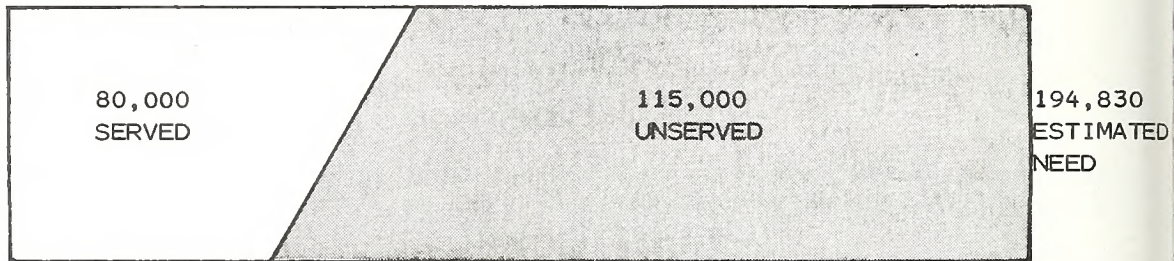
<u>AGE, BY YEARS</u>	<u>1972</u>	<u>1973</u>	<u>PERCENTAGE INCREASE</u>
14 AND UNDER	220	271	23
15 - 19	2,832	3,829	35
20 - 24	2,312	3,522	52
25+	2,909	4,098	41
AGE UNKNOWN	92	215	

FAMILY PLANNING SAVES NORTH CAROLINA MONEY...

In 1972 in North Carolina family-planning services had a case load of 60,000; however, in 1974 the case load had increased to 80,000. Even with the increase in services, Family Services estimated that 194,830 people in 1973 needed family-planning assistance (Figure 3-30).

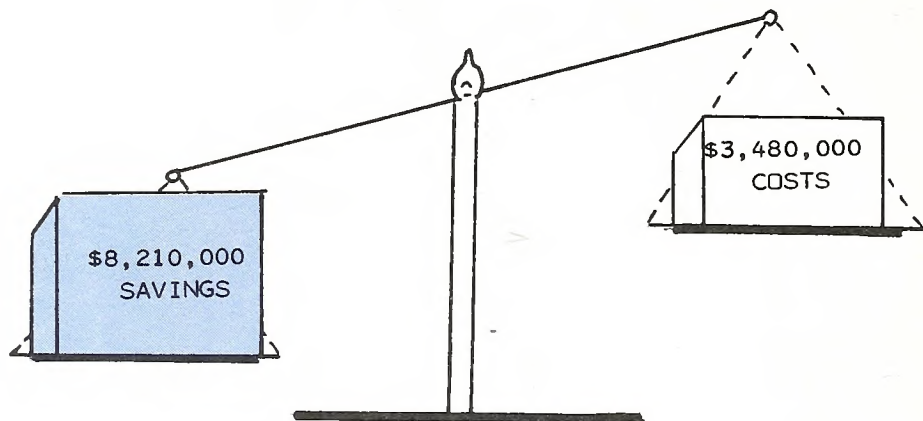
FAMILY-PLANNING SERVICES IN NORTH CAROLINA:

FIGURE 3-30



ESTIMATE OF REAL COSTS AND POTENTIAL BENEFITS TO NORTH CAROLINA FOR PROVIDING FAMILY-PLANNING SERVICES:

FIGURE 3-31



The \$3,480,000 spent on family planning in 1972 saved the state an estimated \$8,210,000 in medical costs and public assistance associated with pregnancy (Figure 3-31). This is a savings of \$2.36 for each \$1.00 spent on family planning.

## "ILLEGITIMACY, ABORTION AND FAMILY PLANNING"

### Conclusion

The overall birth rate in North Carolina has declined in the past decade, but the illegitimate birth rate has increased. About two-thirds of the illegitimate births were to school-age girls. "The only reason a girl under 16 years of age may marry in North Carolina is pregnancy. Therefore it is reasonable to assume that conceptions out of wedlock are even higher than statistics indicate."<sup>1</sup>

The number of abortions performed in North Carolina has increased substantially, and one-third involve school-age girls. Many of these unwanted pregnancies may be the result of ignorance of reproductive functions and methods of birth control, as well as the lack of mature attitudes and values concerning sexual behavior. There is a dire need for a state-wide sex education program that is uniform in content and presented professionally and effectively. Emphasis should be placed on reaching groups of people identified as target populations, such as male and females of school age.

Educational institutions are the best vehicle by which target populations can be reached. Since schools cannot reach all persons in need, they should coordinate their efforts with various community agencies and organizations to help make this kind of information available to all persons in North Carolina.

Unfortunately, sex education programs will not completely solve the problems. Equally important is the need for effective birth control. Some devices are available without a doctor's prescription, but the most effective ones are not. Eighteen is the legal minimum age at which an individual can give independent consent to medical treatment and services (G.S. 90-21.5). In effect, this law deters persons under 18 years of age from obtaining effective birth control devices without parental consent. Yet, this is the age category in which a large percentage of the unwanted pregnancies occur. Legislative action will be necessary to solve these problems.

1. North Carolina, Department of Human Resources, Department of Public Instruction and North Carolina United Way, "Report of the Task Force on Problem Pregnancies," December 1974.

## Recommendations

The Commission on the Education and Employment of Women recommends:

1. that a state-wide sex education program be developed and implemented and
2. that the General Assembly re-examine any existing statutes which, in effect, limit a minor's access to family-planning services.



"ILLEGITIMACY, ABORTION AND FAMILY PLANNING"

Chart Sources

- Figure 3-20 State Board of Health, North Carolina Vital Statistics, 1960-1970.
- Figure 3-21 Ibid.
- Figure 3-22 Ibid., 1972.
- Figure 3-23 Ibid., 1950 and 1972. Prepared by North Carolina Department of Human Resources, Division of Health Services, "Public Health Statistics."
- Figure 3-24 North Carolina, Department of Human Resources, "North Carolina Resident Live Births," computer printout, 1972.
- Figure 3-25 Ibid.
- Figure 3-26 Ibid.
- Figure 3-27 North Carolina, Department of Human Resources, "North Carolina Therapeutic Abortions," computer printout, 1973.
- Figure 3-28 Ibid.
- Figure 3-29 Ibid., 1972, 1973.
- Figure 3-30 North Carolina, Department of Human Resources, "Family-Planning Services in North Carolina."
- Figure 3-31 Carolina Population Center, "Benefit/Cost Ratio for Family Planning."



## "MENTAL HEALTH"

TEN PERCENT OF THE POPULATION NEEDS TREATMENT FOR MENTAL HEALTH PROBLEMS, BUT ALL ARE NOT RECEIVING IT.

ALMOST HALF OF ALL ADMISSIONS TO STATE MENTAL HEALTH FACILITIES ARE WOMEN.

MORE FEMALES ARE TREATED FOR "MENTAL ILLNESS," BUT MORE MALES ARE TREATED FOR ALCOHOL AND DRUG ABUSE.

ALCOHOL IS THE MOST USED AND ABUSED DRUG, FOLLOWED BY MARIJUANA.

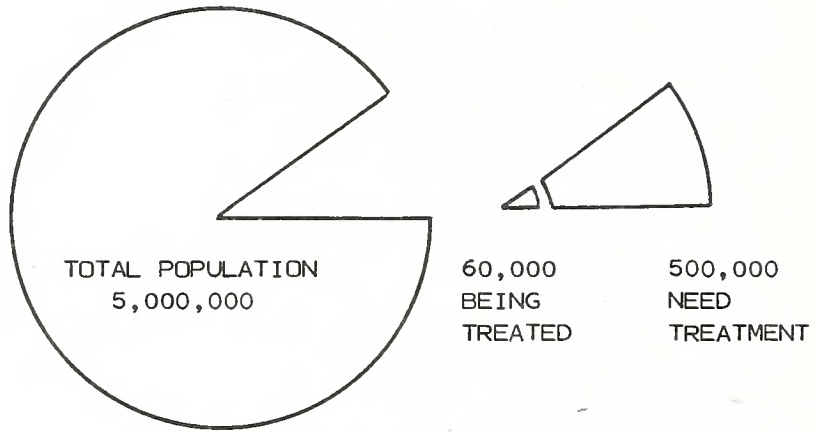
WOMEN CONSTITUTE A SMALLER PERCENTAGE OF THE ALCOHOL AND DRUG PROBLEM THAN MEN, BUT THE FEMALE PERCENTAGE IS INCREASING.

Note: Chart sources for the section on Mental Health are on page 99.

AN ESTIMATED 10% OF NORTH CAROLINA'S POPULATION NEEDS TREATMENT FOR MENTAL HEALTH PROBLEMS, BUT ALL ARE NOT RECEIVING HELP...

POPULATION NEEDING TREATMENT FOR MENTAL HEALTH PROBLEMS:

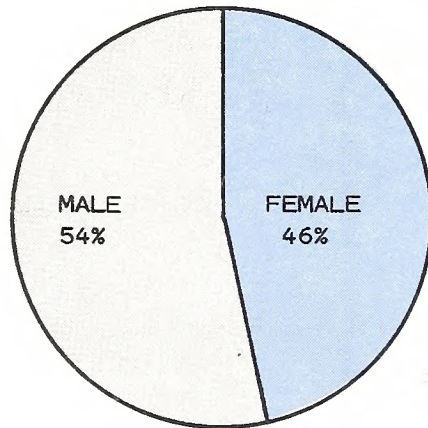
FIGURE 3-32



OF APPROXIMATELY 60,000 PEOPLE TREATED IN MENTAL HEALTH INSTITUTIONS IN 1973,<sup>1</sup> 46% WERE FEMALE...

TREATMENT IN MENTAL HEALTH INSTITUTIONS:  
(BY SEX, 1973)

FIGURE 3-33



NOTE: DATA INCLUDES ARC'S, STATE HOSPITALS AND LOCAL MENTAL HEALTH CLINICS. OTHER SOURCES OF TREATMENT NOT INCLUDED ARE RESPONSIBLE FOR A SMALL PERCENTAGE OF PATIENTS.

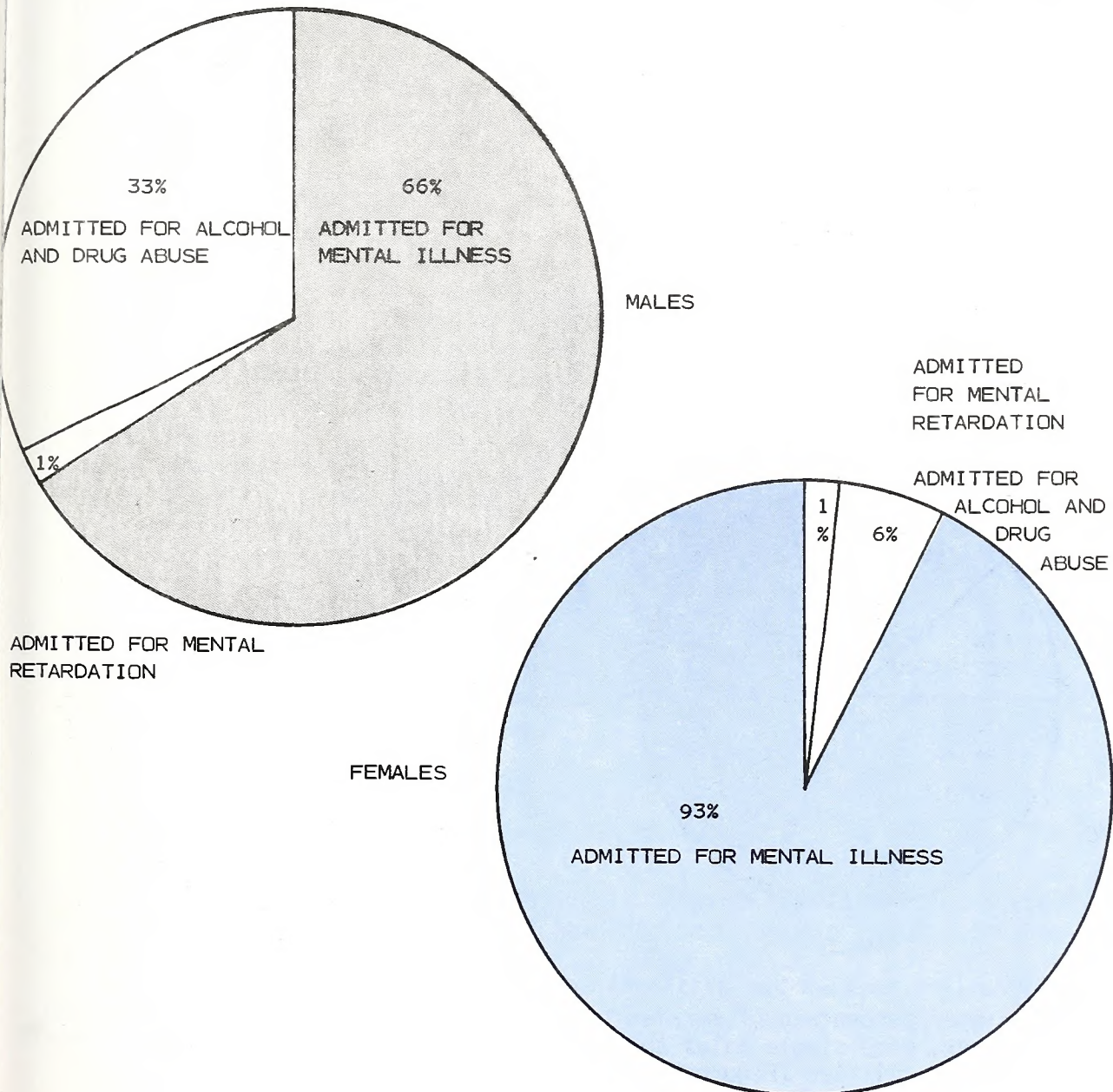
1. Admissions to state hospitals and clinics may include persons suffering from all forms of mental illness, alcohol and drug abuse, and mental retardation. This "Mental Health" section presents data on mental illness, and alcohol and drug abuse.

## Mental Illness

Mental illness occurs in many forms, some of which are difficult to diagnose. Although diagnostic data is available, it reveals little meaningful information about those being treated without a complete understanding of diagnostic categories. Also, the data may not be indicative of mental illness found in the general population that is not being treated. Space does not permit a full discussion of diagnostic categories. Of those admitted to mental health hospitals and clinics for mental illness, 93% were females compared to 66% males.

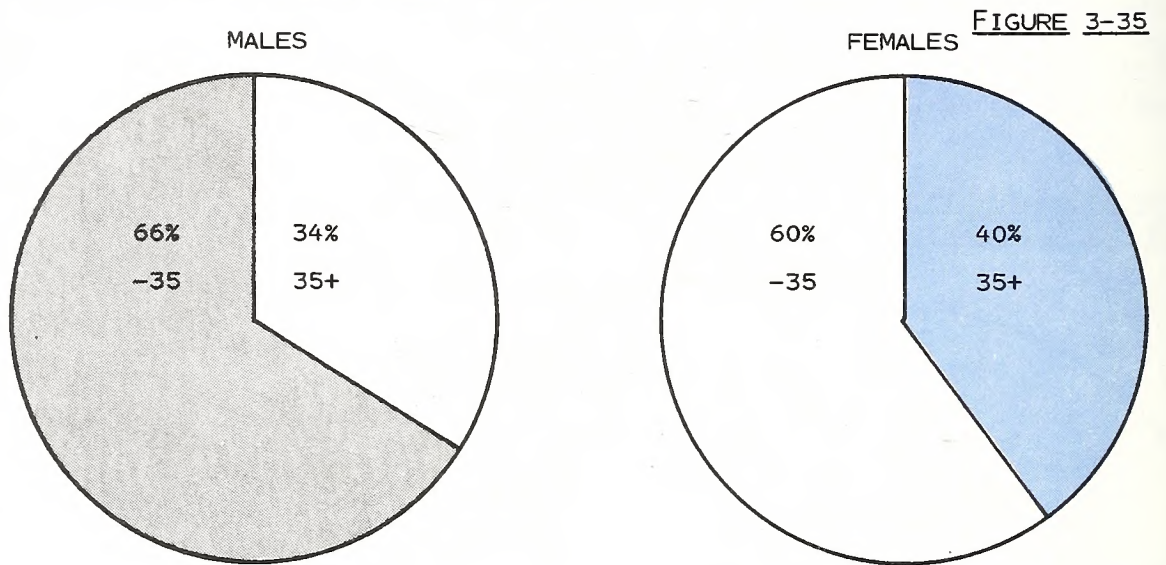
### ADMISSIONS TO STATE MENTAL HEALTH FACILITIES FOR MENTAL ILLNESS:

FIGURE 3-34

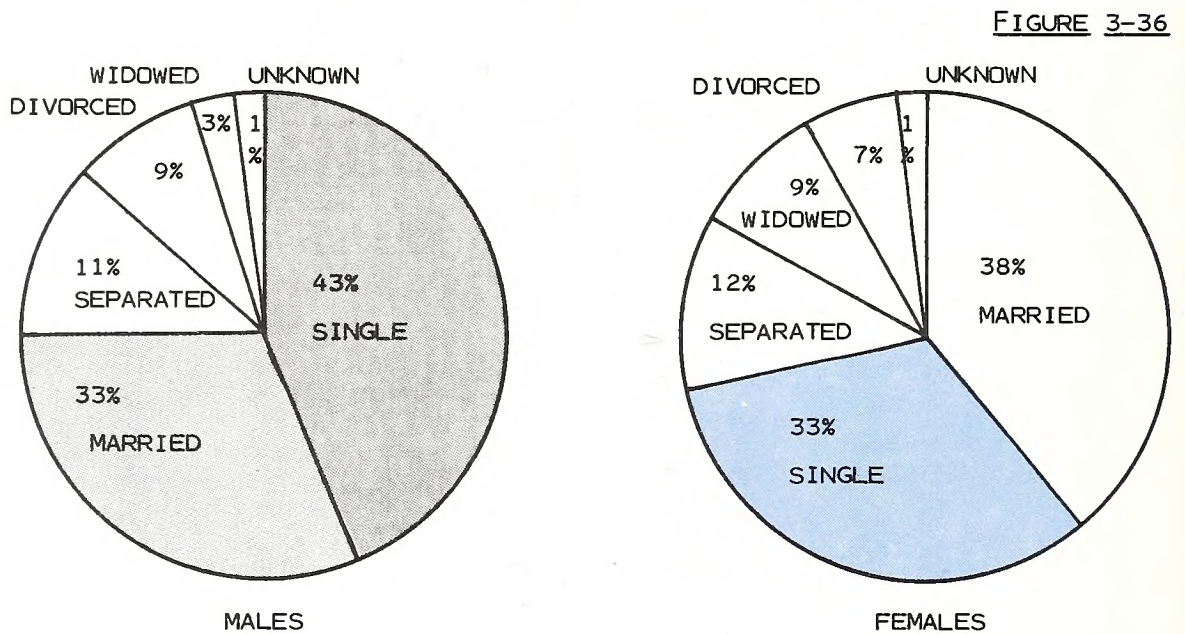


ABOUT TWO-THIRDS OF THE MALES AND FEMALES ADMITTED TO STATE MENTAL HEALTH FACILITIES FOR MENTAL ILLNESS WERE UNDER AGE 35...

ADMISSIONS TO STATE MENTAL HEALTH FACILITIES, BY AGE:



ADMISSIONS TO MENTAL HEALTH FACILITIES, BY MARRIAGE STATUS:



A higher percentage of married females than single females were admitted; however, more single males than married males were admitted to state mental health facilities (Figure 3-36).

## Alcohol and Drug Abuse

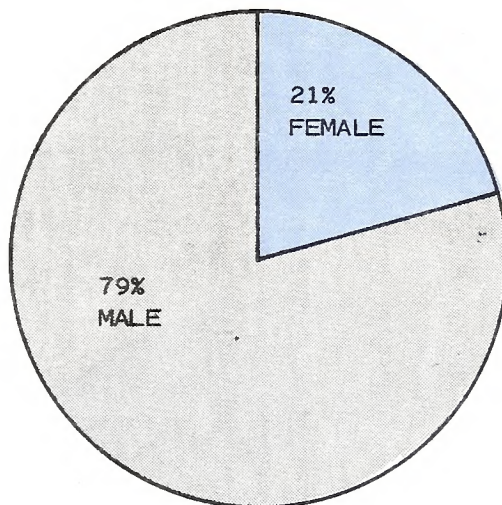
"Drug usage is endemic in our society today. Drugs are used by people of all ages from all walks of life."<sup>1</sup> On a national scale, alcohol is the most used and abused drug. In fact, alcohol abuse has become a serious health problem affecting "some nine million Americans directly and many times that number when one considers the effects on families and others."<sup>2</sup> Of the 10% of the population that is "troubled," about half have alcohol-related problems. More data is available for the nation than for North Carolina; however, alcoholism and alcohol abuse are receiving increased attention as health and social problems in our state.

TWENTY-ONE PERCENT OF THE HEAVY ESCAPE DRINKERS IN NORTH CAROLINA ARE FEMALE...

An estimated 35,236 females and 133,388 males were "heavy escape drinkers" in North Carolina in 1970 (Figure 3-37). "Heavy escape drinkers" include alcoholics and those in risk of alcoholism.

HEAVY ESCAPE DRINKERS, BY SEX:  
(IN NORTH CAROLINA, 1970)

FIGURE 3-37



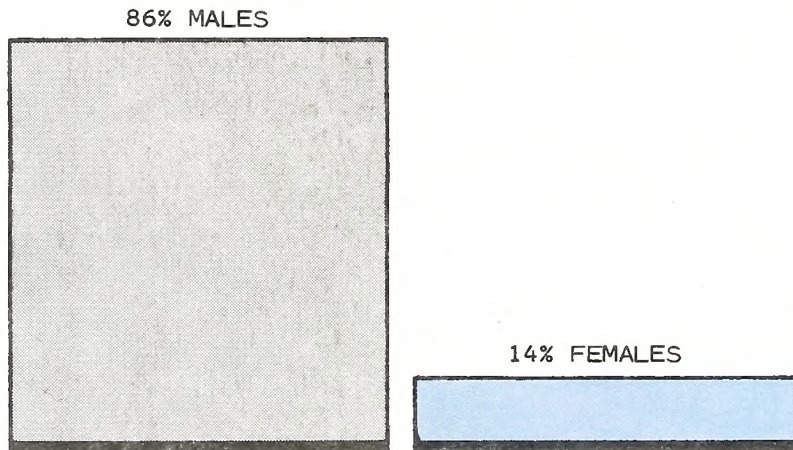
1. Jonnie H. McLeod and Gloria A. Grizzel, "Alcohol and Other Drug Usage Among Junior and Senior High School Students in Charlotte and Mecklenburg," 1972.

2. United States, Department of Health, Education and Welfare, "Alcohol and Health: New Knowledge," 1974.

WOMEN ARE APPROXIMATELY 15% OF THOSE BEING TREATED FOR ALCOHOL PROBLEMS IN NORTH CAROLINA...

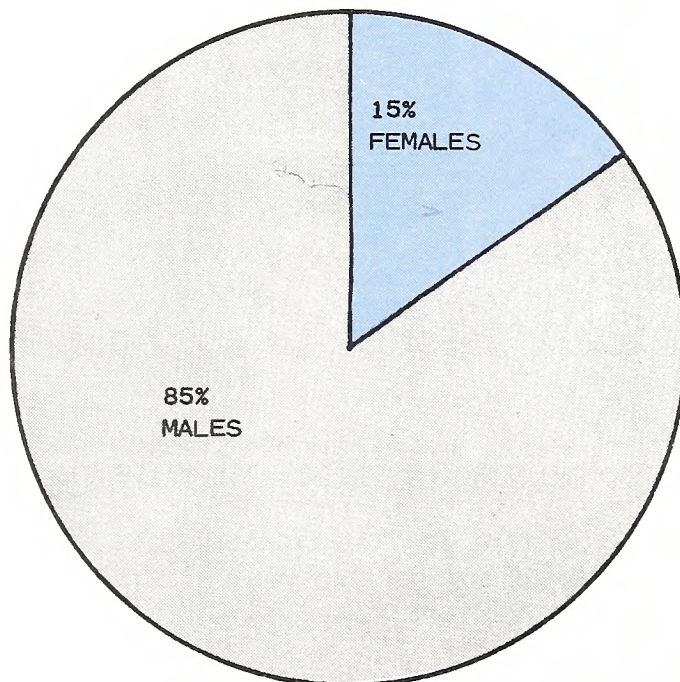
ADMISSIONS TO STATE MENTAL HEALTH FACILITIES FOR DRUG AND ALCOHOL ABUSE, BY SEX:

FIGURE 3-38



ADMISSIONS TO ALCOHOLIC REHABILITATION CENTERS, BY SEX:

FIGURE 3-39





MANY MALE AND FEMALE HEAVY ESCAPE DRINKERS ARE NOT BEING HELPED...

STATE ASSISTANCE TO HEAVY ESCAPE DRINKERS:

FIGURE 3-40

	<u>NUMBER OF HEAVY ESCAPE DRINKERS IN 1970</u>	<u>NUMBER BEING HELPED BY STATE IN 1973</u>	<u>PERCENTAGE BEING SERVED</u>
MALE	133,388	12,814	10%
FEMALE	35,236	2,355	6%

A study of junior high and high school students in Mecklenburg County, North Carolina reflected the national trend: alcohol is the most used drug, followed by marijuana. A higher percentage of males than females use drugs in all the drug categories identified by the study.<sup>1</sup>

Use of Drugs, in Descending Order:  
(For both male and female students in Mecklenburg County)

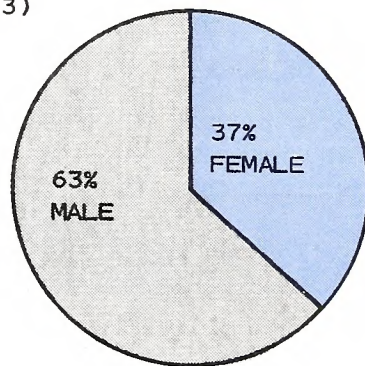
- Alcohol
- Marijuana
- Inhalants
- Amphetamines
- Hallucinogens
- Barbiturates
- Opiates

OVER ONE-THIRD OF THOSE TREATED FOR DRUG PROBLEMS OTHER THAN ALCOHOL ARE FEMALE...

But there are no figures on the prevalence of drug usage in the general population in North Carolina.

ADMISSIONS TO STATE MENTAL HEALTH FACILITIES  
FOR DRUG ABUSE, BY SEX:  
(IN NORTH CAROLINA, 1973)

FIGURE 3-41

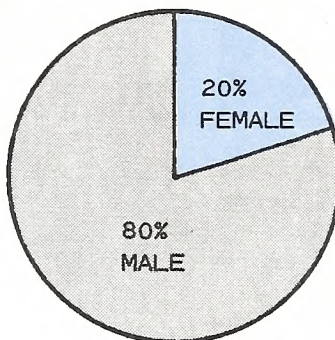


1. McLeod and Grizzle, "Alcohol and Other Drug Usage."

The North Carolina Drug Authority reported that 8,513 drug arrests were made in 1973. Figure 3-42 shows that 80% of those arrested were males. Five percent more women were arrested in 1973 than in 1972.

DRUG ARRESTS, BY SEX:  
(IN NORTH CAROLINA, 1973)

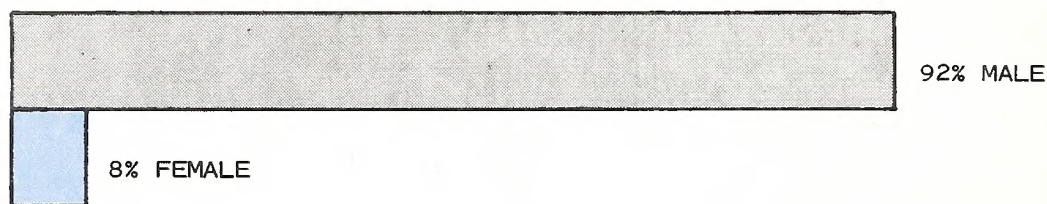
FIGURE 3-42



Of all those incarcerated in North Carolina for drug-related offenses, less than 10% were female.

ADMISSION TO NORTH CAROLINA PRISONS FOR  
DRUG-RELATED OFFENSES, BY SEX:

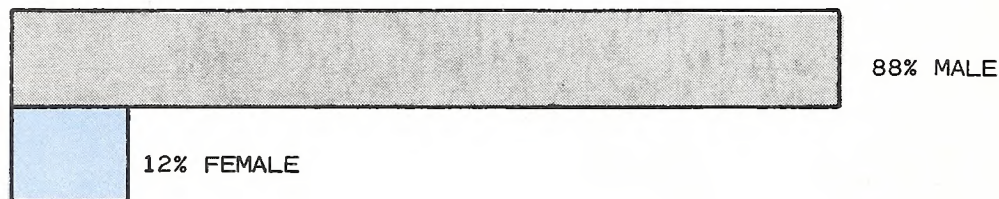
FIGURE 3-43



LESS THAN ONE-EIGHTH OF THE DRUG VIOLATION PROBATION CASES INVOLVED FEMALES..

DRUG VIOLATION PROBATION CASES, BY SEX:  
(IN 1973)

FIGURE 3-44



## "MENTAL HEALTH"

### Conclusion

The prevalence of mental health problems in the general population is difficult to ascertain, and due to the complexity of the problem, the data is not well documented. The most accepted estimate is that 10% of the population of North Carolina is troubled and needs help.

More women receive treatment for mental illness than males. This does not necessarily indicate that there are more troubled women, only that more are getting help.

A much larger percentage of men than women are estimated to need treatment for alcohol abuse, and a larger percentage are receiving this aid. But several sources have suggested that women who hide their drinking constitute a larger percentage of the alcohol abuse problem than data indicates. More research is needed to determine the scope of the alcohol abuse problems of women. The female hidden drinkers often are not in the labor force, schools or other capacities where their problem could be more easily identified. Intensified public awareness efforts by the media may be the most effective method of reaching hidden drinkers.

Since there is limited data available on the prevalence of drug abuse in the general population, the size and scope of the problem for females is difficult to assess. Treatment, arrest and incarceration data indicate that females do not contribute as heavily to the drug abuse problem as males; however, the problem has increased for both in recent years. A state-wide prevalence study is necessary to determine who uses drugs, what drugs they use and to what extent. Only after these problems have been identified can effective rehabilitative programs be established.

Even though data is limited on the nature of the mental health problems in North Carolina, one important fact emerges: not all of our troubled population, male or female, are receiving the help and treatment they need. Identification and early treatment combined with preventive measures are the keys to aiding these troubled persons. The process is expensive, but no treatment for troubled persons is more costly. Troubled employees cost their employers in North Carolina an estimated \$350,000,000 annually<sup>1</sup> in labor turnover, absenteeism, loss of productivity, abuse of benefits, etc. The cost to state government alone is over \$11,000,000. This means there are more than 220,000 troubled men and women in North Carolina's labor force. When you consider all troubled persons from every walk of life and the price of human suffering, the cost to society becomes even greater.

1. North Carolina, Department of Mental Health, Division of Statistics and Program Analysis, computer printouts, 1973.

In recent years efforts have been made to encourage all employers to establish employee assistance programs to identify troubled people and help them get the treatment they need. The employer is involved only to the extent that the problem affects the employee's job performance. The problem can be identified at the earliest possible stage, when there is a decrease in job performance. Once the problem is identified, the employee can be motivated to seek help with the most appropriate service available. Employee assistance programs could be extremely effective means of reducing mental health problems in North Carolina.

### Recommendations

The Commission on the Education and Employment of Women recommends:

1. that further research be undertaken to determine the extent of hidden alcohol abuse among women and that additional public awareness programs be established for that target group;
2. that all state-wide drug prevalence studies be designed to include determination of female participation in drug abuse and
3. that employee assistance programs be considered by both public and private employers; further, that state government immediately undertake the establishment of such a program for its troubled employees.

## "MENTAL HEALTH"

### Chart Sources

- Figure 3-32 "What Everyone Should Know About Mental Health," Scripto Graphic Booklet, 1972.
- Figure 3-33 North Carolina, Department of Human Resources, Division of Mental Health Services, Statistics and Program Analysis Services, computer printout.
- Figure 3-34 Ibid.
- Figure 3-35 Ibid.
- Figure 3-36 Ibid.
- Figure 3-37 North Carolina, Department of Human Resources, Evaluation Services, "Alcoholism and Alcohol Abuse in North Carolina: Estimate of Need," 1973.
- Figure 3-38 Human Resources, computer printout.
- Figure 3-39 Ibid.
- Figure 3-40 Human Resources, "Alcoholism and Alcohol Abuse."
- Figure 3-41 Human Resources, computer printout.
- Figure 3-42 North Carolina, Department of Administration, Drug Authority, "Annual Report of the North Carolina Drug Authority," 1974.
- Figure 3-43 Ibid.
- Figure 3-44 Ibid.



"RAPE"

A RAPE OCCURS EVERY ELEVEN HOURS IN NORTH CAROLINA.

REPORTED RAPES HAVE INCREASED OVER 40% SINCE 1969.

NO COMPILED DATA IS AVAILABLE ON THE PROFILES OF RAPE VICTIMS OR THOSE CONVICTED OF RAPE.

Note: Chart sources for the section on Rape are on page 107.

Over 800 rapes were reported in North Carolina in 1973.

It is estimated that a rape occurs approximately every 11 hours (Figure 3-45).

FREQUENCY OF RAPE:

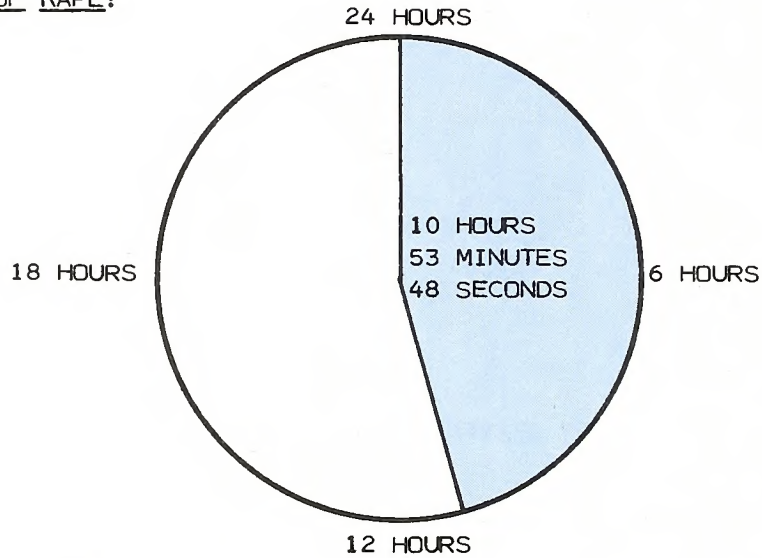


FIGURE 3-45

Of the rapes reported in 1973, about 65% were rapes by force: 35% were cases of attempted rape (Figure 3-46).

ALL REPORTED RAPES:

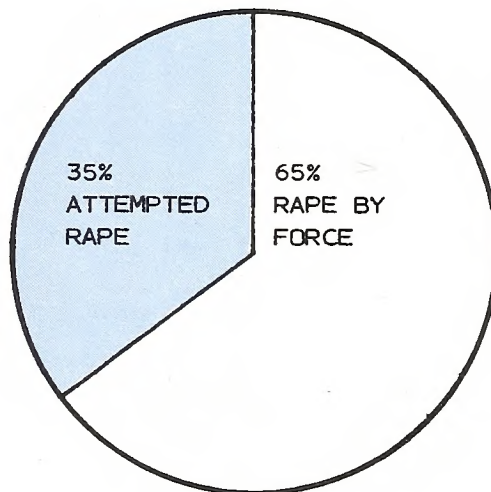


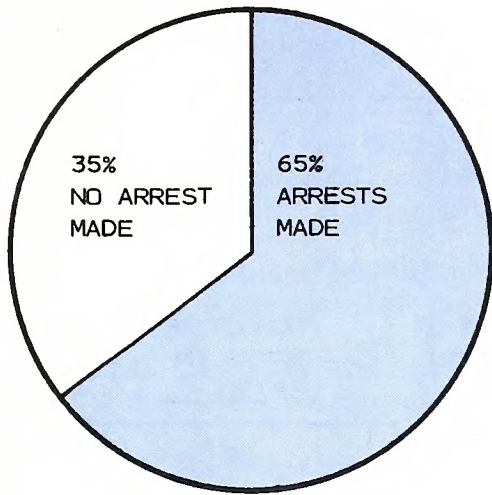
FIGURE 3-46



Of the rapes reported in 1973, arrests were made in 65% of the cases (Figure 3-47).

ARRESTS FOR RAPE:

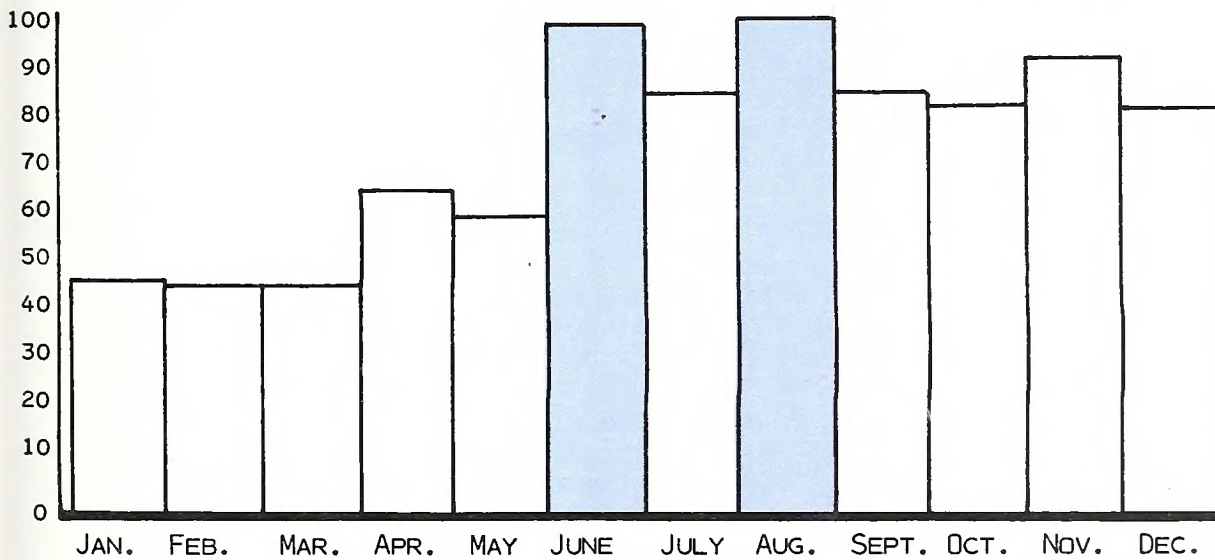
FIGURE 3-47



June and August had the greatest frequency of rape compared to other months in 1973 (Figure 3-48).

FREQUENCY OF RAPE, BY MONTH:

FIGURE 3-48



Rape in North Carolina increased 41% from 1969 to 1973 (Figure 3-49).

<u>1969</u>	<u>1973</u>	<u>% Increase</u>
602	847	41%

INCREASE IN RAPE:  
(1969 TO 1973)

FIGURE 3-49

<u>MAJOR CITIES</u>	<u>NUMBER OF RAPES IN 1969</u>	<u>NUMBER OF RAPES IN 1973</u>	<u>PERCENTAGE INCREASE</u>
ASHEVILLE	9	22	144%
CHARLOTTE	81	136	68%
RALEIGH-DURHAM	54	95	76%
FAYETTEVILLE	29	94	224%
GREENSBORO-HIGH POINT	78	136	74%
WILMINGTON	13	32	146%

## "RAPE"

### Conclusion

The number of reported rapes has increased significantly in the past five years.

Because of the sensitive nature of the crime, rape has become one of the most serious and controversial crimes that victimizes women. Although public awareness of the problem has increased, current remedies and sources of information are not satisfactory, particularly:

1. the lack of knowledge of the personal and social factors that relate to the occurrence of rape,
2. the painful publicity and legal process imposed on the victim during the subsequent investigation and
3. the appropriate punishment for the crime.

Because of the demanding publicity and legal process imposed on the rape victim, many sources suggest that the number of unreported rapes is very large, making the crime more widespread than statistics indicate.

Concerns and controversies will continue until a thorough, systematic state-wide investigation of all aspects of rape is undertaken.

Unfortunately there have been only a few rape crisis centers established in our state. An urgent need exists for additional rape crisis centers, particularly in the urban areas. They will serve a vital function in the victim's rehabilitative process.

### Recommendations

The Commission on the Education and Employment of Women recommends:

1. that a thorough, state-wide study of rape in North Carolina be undertaken; further that the legislature grant the Commission on Women additional funds to implement the study and
2. that additional rape crisis centers be established across the state through the County Councils on the Status of Women or through other sources at the local level.



"RAPE"

Chart Sources

- Figure 3-45 North Carolina, Department of Justice, Police Information Network, "Crime in North Carolina," 1973.
- Figure 3-46 Ibid.
- Figure 3-47 Ibid.
- Figure 3-48 Ibid.
- Figure 3-49 Federal Bureau of Investigation, "Crime in the United States," U.S. Government Printing Office, Washington, D.C., 1969, 1973.



## "CORRECTIONS"

- A. THE STATUS OF WOMEN OFFENDERS IN NORTH CAROLINA PRISONS:
1. WOMEN COMPRISE A SMALL PERCENTAGE OF THE PERSONS ON PROBATION, IN JAIL, AND IN PRISON.
  2. WOMEN HAVE SHORTER PRISON TERMS AND BETTER PAROLE PERFORMANCES THAN MEN.
  3. HOWEVER, A SMALLER PERCENTAGE OF WOMEN THAN MEN ARE ON WORK RELEASE FROM PRISONS.
- B. THE PROFILE OF THE WOMAN OFFENDER:
1. THE AVERAGE FEMALE OFFENDER IS YOUNG AND NEEDS FURTHER EDUCATION.
  2. THE AVERAGE FEMALE OFFENDER IS SINGLE, POOR AND INADEQUATELY SKILLED; THUS SHE NEEDS FURTHER JOB TRAINING.
  3. THE AVERAGE FEMALE OFFENDER DOES NOT RETURN TO PRISON, SERVES A SHORTER PRISON TERM AND HAS A NONVIOLENT CRIMINAL RECORD; THEREFORE, SHE IS IN GOOD STANDING FOR EMPLOYMENT OPPORTUNITIES.
- C. COMPARISON OF MALE AND FEMALE OFFENDERS:
1. STUDIES SHOW THAT WOMEN PRISONERS HAVE DIFFERENT TYPES OF PSYCHOLOGICAL AND SOCIOLOGICAL PROBLEMS THAN MEN PRISONERS HAVE.
  2. THESE FINDINGS INDICATE A NEED FOR TREATMENT WHICH IS APPROPRIATE TO THE SPECIAL TYPES OF PROBLEMS OF WOMEN OFFENDERS.
- D. JUVENILE OFFENDERS:
1. ONLY 18% OF THE CHILD DELINQUENCY HEARINGS INVOLVE GIRLS.
  2. NEARLY EQUAL NUMBERS OF BOYS AND GIRLS ARE "UNDISCIPLINED" (RUN-AWAY OR ARE DISOBEDIENT AT HOME).
  3. DESPITE A LOW DELINQUENCY RATE, GIRLS COMPRISE 30% OF THE TRAINING CENTERS' POPULATION.

Note: Chart sources for the section on Corrections are on page 132.

The Status of Women Offenders in North Carolina Prisons

FEMALES COMPRISE ONLY 4% OF THE PRISON POPULATION...

PRISON POPULATION:  
(IN NORTH CAROLINA, 1974)

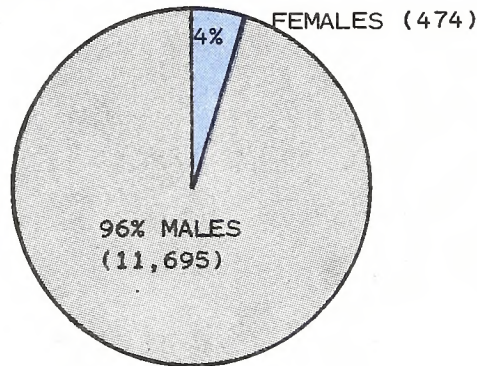
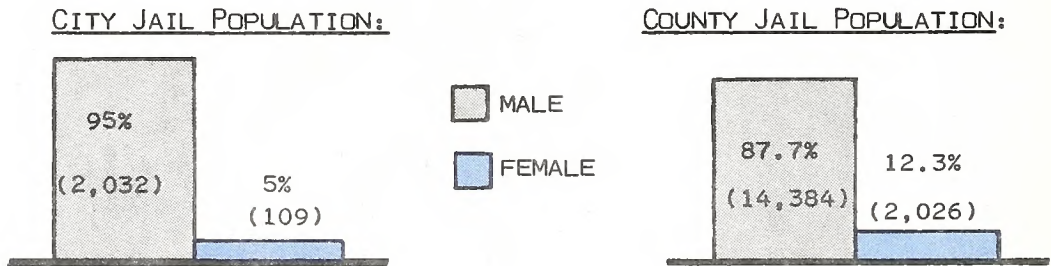


FIGURE 3-50

JAIL POPULATIONS:  
(TOTAL ENTERING JAILS, FEBRUARY 1973)

FIGURE 3-51



In 1973, women comprised only 5% of the population in North Carolina's city jails and 12% of the population in county jails (Figure 3-51.)

PROBATION POPULATION IN NORTH CAROLINA:  
(FROM 1960 TO 1971)

FIGURE 3-52

	1960	1965	1970	1971
MALE	4,284	9,732	19,697	19,908
FEMALE	390	1,184	2,584	2,655

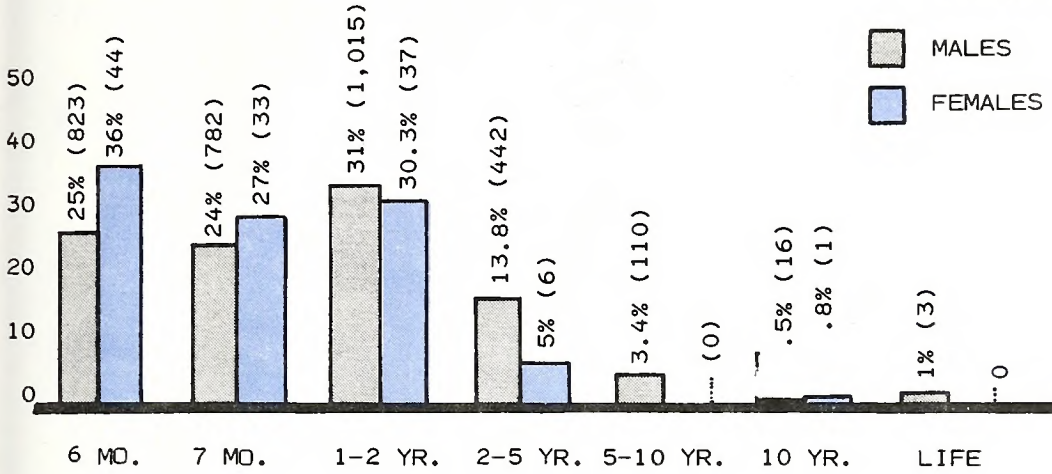
Women comprised only 12% of those on probation in 1971.



FEMALES SERVE SHORTER PRISON TERMS THAN MALES DO...

LENGTH OF TERM FOR MISDEMEANORS:  
(IN NORTH CAROLINA, 1974)

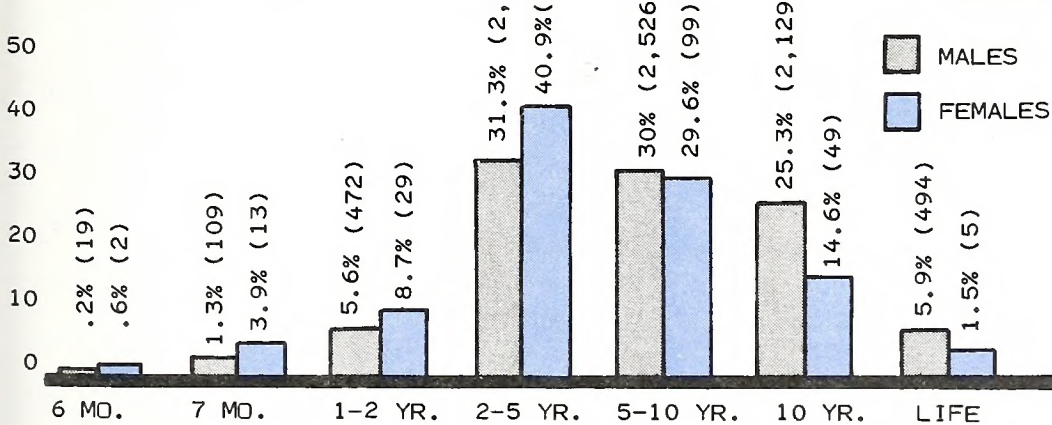
FIGURE 3-53



A greater percentage of women than men served six and seven month prison terms; however, nearly one-third of all men and women served one to two year terms. A greater percentage of the male inmates had terms over two years (Figure 3-53).

LENGTH OF TERM SERVED FOR FELONIES:  
(IN NORTH CAROLINA, 1974)

FIGURE 3-54

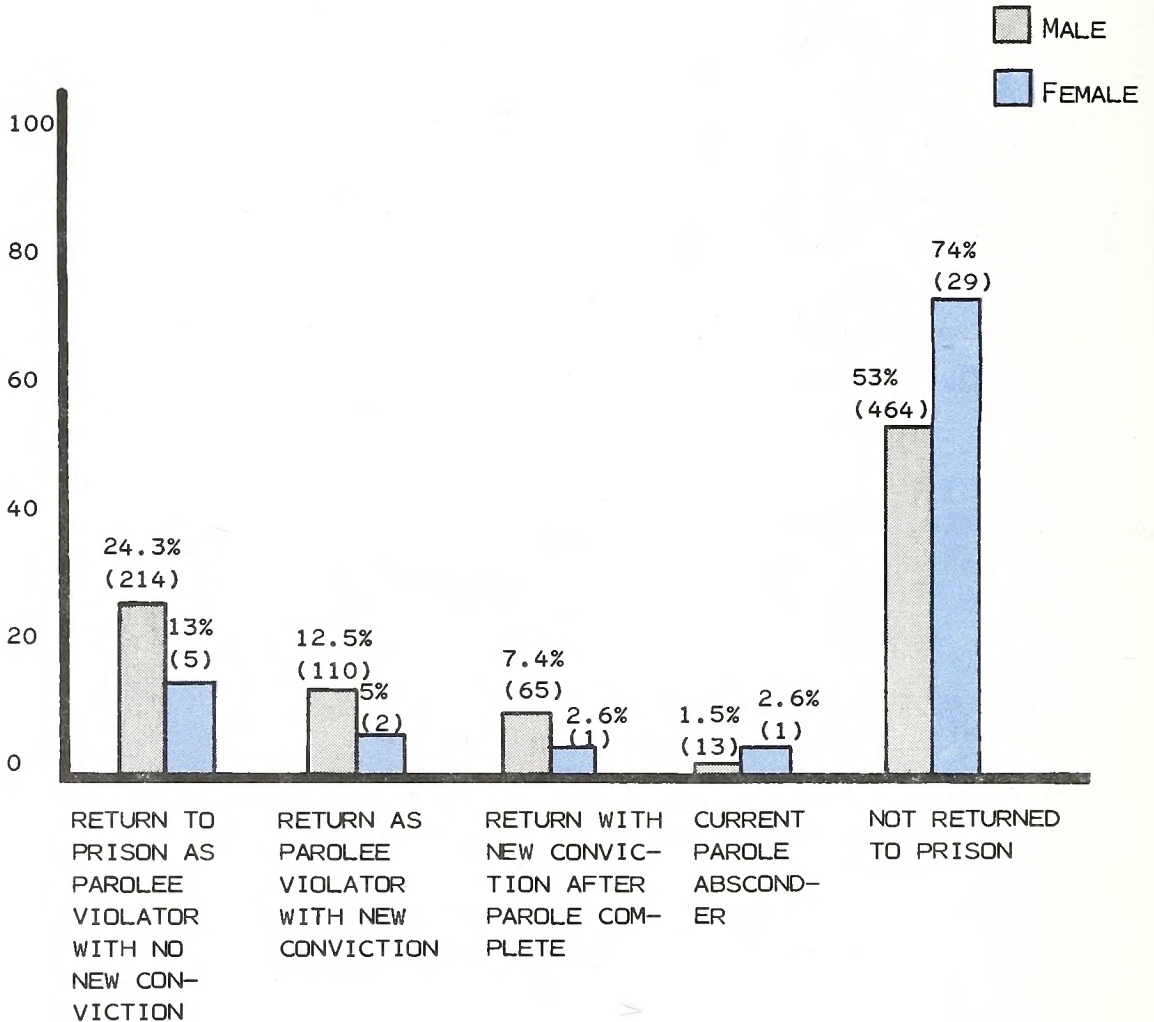


Many more male prisoners served ten year terms for conviction of felonies. Nearly equal percentages of males and females served five to ten year terms, but a lower percentage of women served the longer ten year terms (Figure 3-54). The largest number of females served two to five year prison terms for felonies.

FEMALE PRISONERS HAVE A BETTER PAROLE PERFORMANCE RECORD THAN MALE OFFENDERS DO...

FOUR YEAR PERFORMANCE OF PERSONS PAROLE:  
(IN NORTH CAROLINA, JANUARY 1968)

FIGURE 3-55



PAROLE POPULATION:  
(IN NORTH CAROLINA, MARCH 31, 1974)

FIGURE 3-56

	MISDEMEANOR	FELONY
MALE	564 (5%)	2313 (19.7%)
FEMALE	21 (4.4%)	176 (27%)

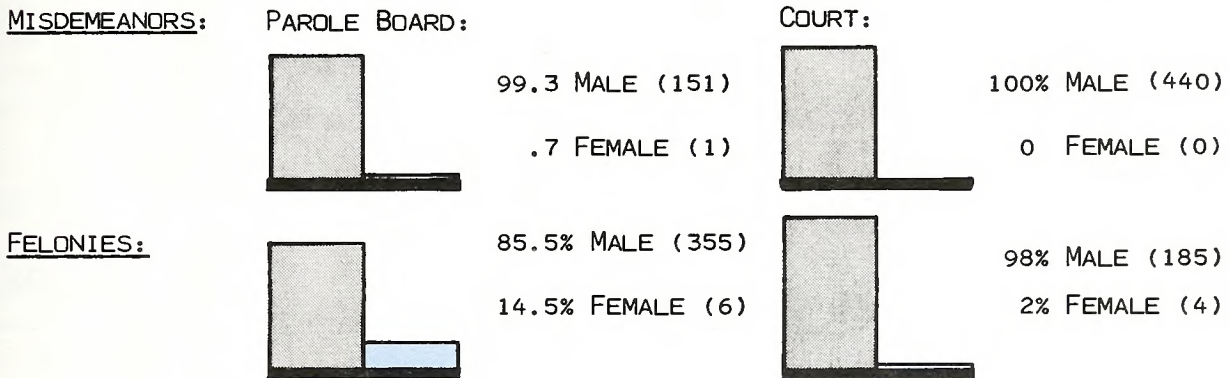
NOTE: PERCENTAGES INDICATE THE PERCENTAGE OF PRISONERS OF THAT SEX, WHO ARE ON PAROLE. FOR INSTANCE, 5% OF ALL MALE PRISONERS WHO COMMITTED A MISDEMEANOR ARE ON PAROLE.

EVEN THOUGH FEMALES HAVE LESS SEVERE CRIMINAL RECORDS, SHORTER PRISON TERMS, AND BETTER PAROLE PERFORMANCES THAN MALE PRISONERS, THEY ARE LESS LIKELY TO BE RELEASED FOR WORK OUTSIDE THE PRISON...

WORK RELEASE, HOW PLACED:

(IN NORTH CAROLINA, MARCH 31, 1974)

MALE ■ FEMALE □ FIGURE 3-57



Only 2.3% of the female prisoners (11 women) were granted work release, compared to 10% of the male prisoners (Figure 3-57).

REASONS WORK RELEASE WAS TERMINATED:

(IN NORTH CAROLINA, MARCH 31, 1974)

FIGURE 3-58

	MISDEMEANOR		FELONY	
	MALE	FEMALE	MALE	FEMALE
DISCHARGE	2.1% (8)	0	3.1% (13)	0
PAROLE	30.4% (113)	0	29.6% (122)	66.7% (4)
ESCAPE	11% (41)	0	13.8% (57)	0
INFRACTION	11.3% (42)	0	10.2% (42)	16.7% (1)
ADMINISTRATIVE	30.4% (113)	0	30.6% (126)	16.7% (1)
HEALTH	2.4% (9)	0	1.0 (4)	0
JOB	12.4% (46)	0	11.7% (48)	0

The females on work release had a good record of stability. Only one woman's release was terminated because of an infraction. Of all women on work release, for felonies, 67% were paroled (Figure 3-58).

## The Profile of the Woman Offender

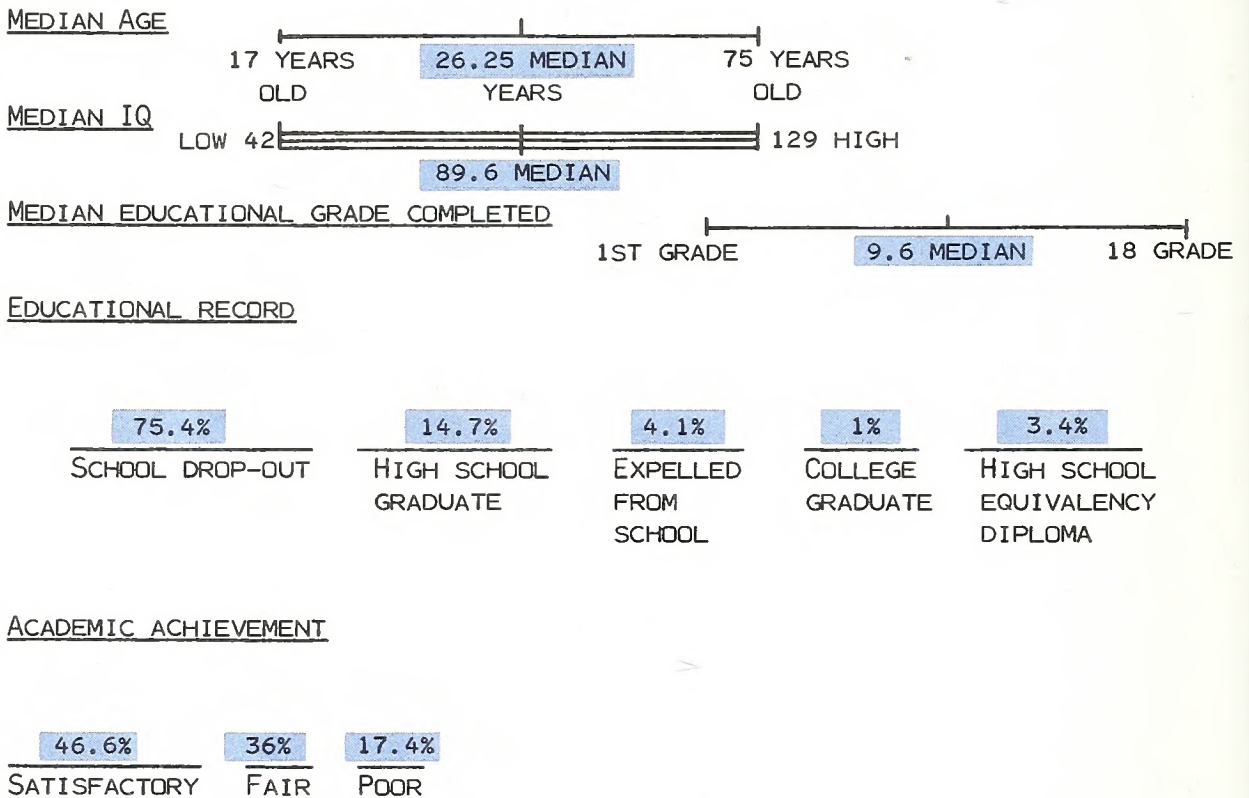
THE PROFILE OF THE FEMALE OFFENDER DETAILS A NEED FOR FURTHER EDUCATION, VOCATIONAL GUIDANCE, JOB TRAINING AND JOB PLACEMENT....

The average female offender is in her mid-twenties. Her educational record and achievements are substandard, although not severely low. She is a good age to improve her education (Figure 3-59).

### PROFILE OF THE FEMALE INMATE:

(INCLUDES AGE, IQ, EDUCATION, SOCIO-ECONOMIC STATUS, MARITAL STATUS, NUMBER OF CHILDREN, OCCUPATION, RECIDIVISM, LENGTH OF SENTENCE AND TYPE OF CRIME)

FIGURE 3-59

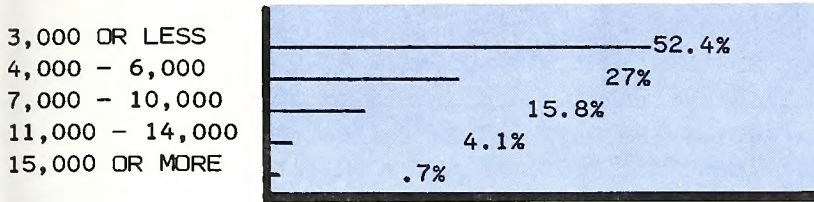


The source for the remainder of this section on "Corrections" is: North Carolina, Department of Correction, Division of Research and Planning, "Demographic and Social Differences Appearing Between Male and Female Inmates as Measured by the Computerized Social History," 1974.

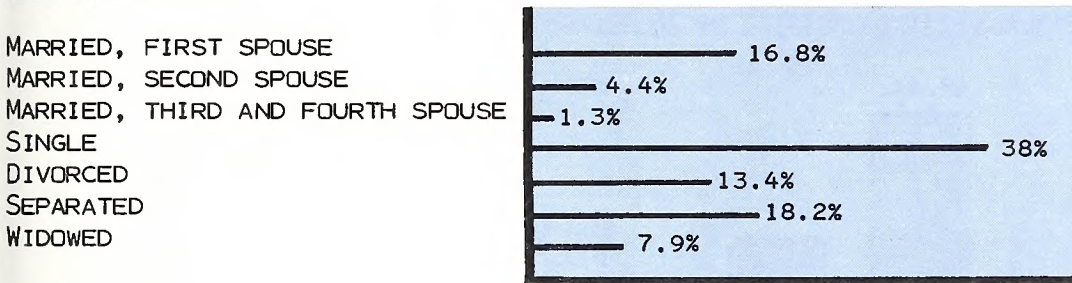
THE AVERAGE FEMALE IN PRISON IS SINGLE, POOR AND INADEQUATELY SKILLED...

She is prime for employment; occupational skills are inadequate, and so vocational guidance and job training are needed.

SOCIO-ECONOMIC STATUS



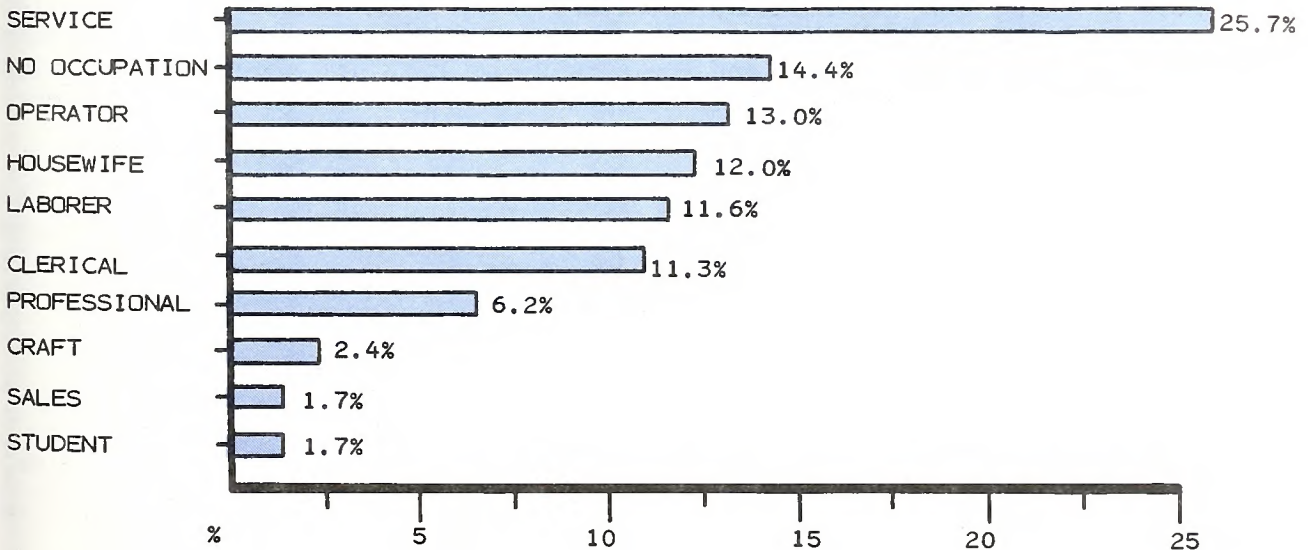
MARITAL STATUS



NUMBER OF CHILDREN

THIRTY PERCENT OF THE WOMEN IN PRISON HAVE NO CHILDREN; 25% HAVE ONE CHILD; AND 15% HAVE TWO CHILDREN. CHILD CARE IS NEEDED, BUT THE WOMEN DO NOT PRESENT A BIG PROBLEM FOR THE EMPLOYER BECAUSE MOST OF THEM HAVE ONE OR NO CHILDREN.

OCCUPATIONAL CLASSIFICATION



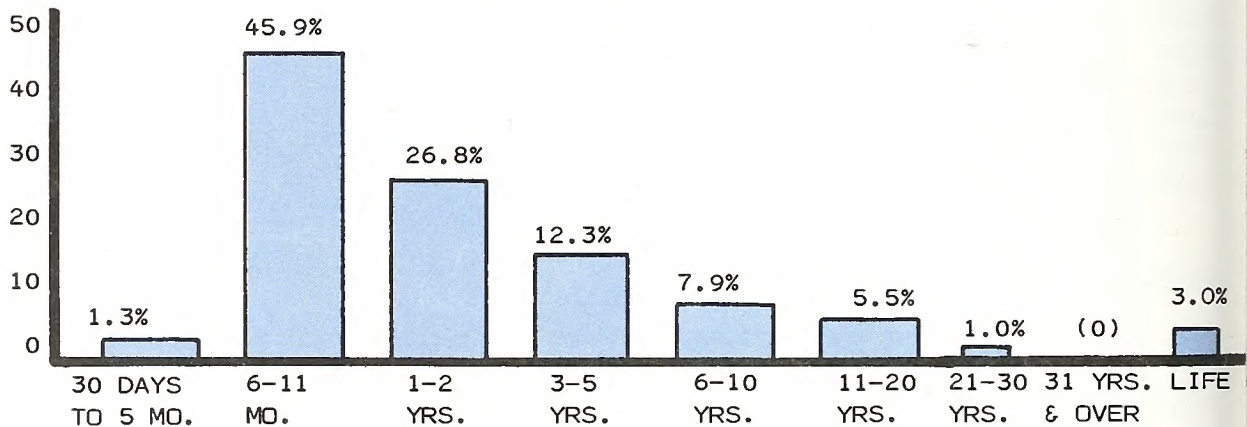
LOW RECIDIVISM RATES, SHORT PRISON TERMS, AND NONVIOLENT CRIMES PRESENT A GOOD CASE FOR MORE EMPLOYMENT OPPORTUNITIES FOR FEMALE OFFENDERS...

WOMEN HAVE A LOW RECIDIVISM RATE

	<u>PRIOR SUSPENDED SENTENCE</u>	<u>PRIOR FELONY SENTENCE</u>	<u>PRIOR ACTIVE PRISON SENTENCE</u>
NONE	63.3%	98% (286)	85.3%
ONE	20.9%	1.7% (5)	14.7% (ONE OR MORE)
TWO OR MORE	15.8%	.3% (1)	

WOMEN OFFENDERS HAVE A LOW RECIDIVISM RATE. THEY SELDOM RETURN TO PRISON FOR COMMITTING A SECOND CRIME. THEREFORE THEY ARE NOT A HIGH EMPLOYMENT RISK. JOBS CAN PROVIDE INCOME AND STATUS WHICH REMOVE SOME OF THE IMPETUS TO COMMIT CRIME.

WOMEN SERVE RELATIVELY SHORT PRISON TERMS.



The average woman is in prison less than a year and one-half. Job training, educational training and counseling can begin during this time. Shorter sentences indicate less severe criminal histories, and so the crime should not seriously threaten future employment prospects.

Most of the crimes committed by women are petty property theft, white collar crimes, felonious drug abuse and murder-manslaughter (often murder of spouse). Improvement of the economic and employment status of the woman offender might give her the independence needed to curtail theft, drugs and spousal murder. Special attention in other areas, such as counseling, also is needed,

TYPE OF CRIME COMMITTED BY FEMALES:

<u>FELONY</u>	<u>% OF FELONIES</u>	<u>% OF ALL CRIMES</u>	<u>MISDEMEANOR</u>	<u>% OF MISDEMEANORS</u>	<u>% OF ALL CRIMES</u>
PROPERTY THEFT	8.1	3.4	PROPERTY THEFT	26.7	15.8
ROBBERY-BURGLARY	8.9	3.8	ASSAULT	12.8	7.5
AGGRAVATED ASSAULT	4.8	2.1	ASSAULT ON FEMALE	.6	.3
MURDER-MANSLAUGHTER	30.6	13.0	WHITE COLLAR	11.6	6.9
WHITE COLLAR	18.5	7.9	DRUG ABUSE	8.1	4.8
AGGRAVATED SEX	.8	.3	ALCOHOL ABUSE	14.0	8.2
PERVERSIVE SEX	-	-	NONSUPPORT	1.7	1.0
DRUG ABUSE	19.4	8.2	MOTOR VEHICLE VIOL.	7.0	4.1
ESCAPE	-	-	ESCAPE	-	-
MISC.	8.9	3.8	MISC.	17.4	10.3

Comparison of Male and Female Offenders

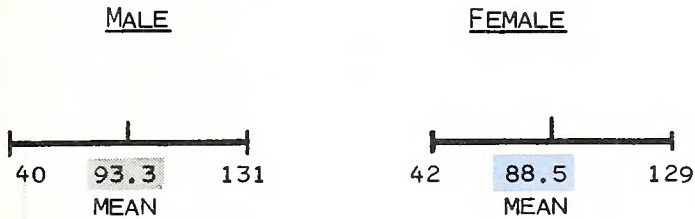
FEMALE OFFENDERS HAVE DIFFERENT BACKGROUNDS AND DIFFERENT PROBLEMS THAN MALE OFFENDERS DO...

The comparison of profiles in Figure 3-60 illustrates the statistically significant differences between male and female offenders and demonstrates the need for prison programs which are suitable to the unique problems of both men and women prisoners.

PROFILE COMPARISON, MALE AND FEMALE PRISONERS:

FIGURE 3-60

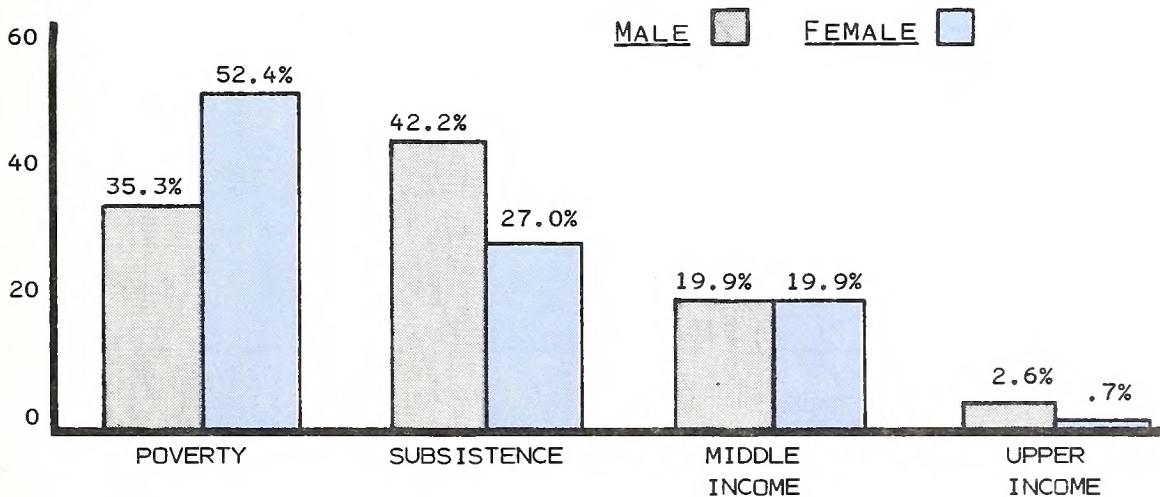
FEMALE INMATES HAVE LOWER MEAN IQ SCORES.



FEMALES HAVE LOWER EDUCATIONAL ACHIEVEMENTS.



FEMALE INMATES ARE POORER THAN MALE INMATES.



A GREATER PERCENTAGE OF FEMALES ARE SKILLED WORKERS.

<u>OCCUPATIONAL SKILL LEVEL</u>	<u>% MALES</u>	<u>% FEMALES</u>
SKILLED	12.9	27.6
SEMI-SKILLED	11.0	20.5
UNSKILLED	76.1	51.9

Female inmates had a significantly higher occupational skill level than males; however, the females apparently failed to take advantage of their skills as shown by their higher percentage of employment instability.

FEMALE INMATES HAVE A LESS STABLE EMPLOYMENT RECORD.

	<u>% MALE</u>	<u>% FEMALE</u>
STABLE	70.3	52.4
UNSTABLE	29.7	47.6

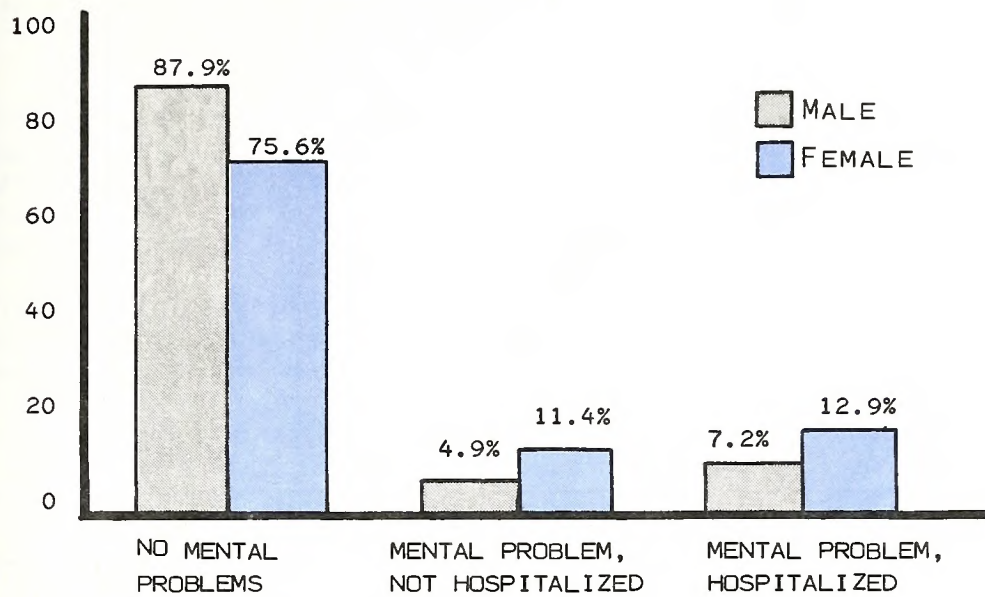
FEMALES HAVE A LOWER RECIDIVISM RATE THAN MALES.

<u>PRIOR CRIMINAL RECORD WITH ACTIVE SENTENCE</u>	<u>% MALE</u>	<u>% FEMALE</u>
NONE	57.7	85.3
ONE	20.2	9.6
TWO OR MORE	22.1	5.1

Males have recidivism rate three times greater than females.



A GREATER PERCENTAGE OF FEMALES HAVE HISTORIES OF MENTAL PROBLEMS.



GREATER PERCENTAGES OF FEMALES ARE DIVORCED OR SEPARATED.

MARITAL STATUS	% MALES	% FEMALES
SINGLE	44.6%	38.0%
MARRIED	29.1%	22.6%
SEPARATED	14.4%	18.2%
DIVORCED	9.7%	13.4%
WIDOWED	2.2%	7.9%

GREATER PERCENTAGES OF FEMALES HAVE DRUG PROBLEMS.

DRUG ABUSE	% MALE	% FEMALE
NEVER	73.1	70.2
OCCASIONAL	15.8	14.3
FREQUENT	11.5	15.5

LOWER PERCENTAGES OF FEMALES HAVE ALCOHOL PROBLEMS.

ALCOHOL USE	% MALES	% FEMALES
NEVER	16.6	40.4
OCCASIONAL	46.7	39.7
FREQUENT	36.7	19.9

FEMALES COMMIT DIFFERENT TYPES OF CRIMES

<u>CRIME CLASSIFICATION</u>	<u>% MALE</u>	<u>% FEMALE</u>
PROPERTY THEFT	24.7	19.2
ROBBERY-BURGLARY	7.3	3.8
AGGRAVATED ASSAULT	8.7	9.6
MURDER-MANSLAUGHTER	4.5	13.0
WHITE COLLAR	3.6	14.7
AGGRAVATED SEX	3.8	.7
PERVERSIVE SEX	.3	-
DRUG ABUSE	8.6	13.0
ALCOHOL ABUSE	7.8	8.2
NONSUPPORT	5.2	1.0
MOTOR VEHICLE VIOLATIONS	12.7	4.1
MISCELLANEOUS (INCLUDING PROSTITUTION)	7.8	12.7

NOTE: MURDER-MANSLAUGHTER CRIMES ARE EXPLAINED BY THE HIGH RATE OF WOMEN WHO MURDER SPOUSES OR MATES.

The most significant differences between male and female inmates are in the murder-manslaughter and white collar crime classifications where the females showed considerably higher percentages than males. The males' percentages were significantly higher than females' in robbery-burglary, aggravated sex, nonsupport and motor vehicle violations.

The differences in types of crime seem to indicate that male and female prisoners are experiencing different types of problems in adjusting to society's expectations. In pursuing rehabilitative programs, those differences should be noted in order to deal with the unique problems faced by each sex.

The tabular data from the North Carolina Department of Correction implies that female correctional inmates were more deviant than male inmates in intelligence, educational achievement, family status, socio-economic status, compatibility of parent figures, mental health, compatibility of current marriage, employment record, drug use, greater incidence of crimes involving murder and manslaughter, white collar criminality, drug abuse and being under the influence of drugs at the time crimes were committed.

The males were more deviant than the females in occupational skill level, alcohol use, prior criminal record, recidivism involving robbery-burglary and property theft and being under the influence of alcohol at the time crimes were committed.

## "WOMEN OFFENDERS"

### Conclusion

The data on women offenders is divided into three sections. The first section covers the number of women in jails and prisons, on probation and on work release; the second examines the profile of the woman offender; and the third studies the social and demographic characteristics of both male and female prisoners.

Data in the first section shows that the number of male offenders exceeds the number of female offenders. The female offenders serve shorter prison terms and have better parole records than their male counterparts. Yet, despite their good behavior, very few women in prison have been offered the opportunity to enter education or employment programs. The establishment of smaller facilities dispersed throughout the state would facilitate employment placement programs since the women would be nearer to the home towns where they work.

In the second section statistics tell that the average female inmate is young, poor, single and inadequately skilled. She is also unlikely to return to prison, and her crime is usually nonviolent. These factors indicate that she is prime for further educational instruction, job training and employment opportunities. Interaction between the Department of Correction, the General Assembly and the community should be encouraged to open up more jobs to female inmates.

The findings in the third section demonstrate significant differences in the profiles of male and female inmates. With this information we encourage the planning divisions of the prison system to recognize the need for separate programs suited specifically for the female offender and the male offender.

### Recommendations

The Commission on the Education and Employment of Women recommends:

1. that the Department of Correction plan for an increase in educational and employment opportunities for women prisoners by:
  - a. increasing the opportunities for work-release and study-release programs.
  - b. expanding the vocational and educational facilities in the Women's Correctional Institution and
  - c. alleviating inmate discrimination among local employers for work-release programs;

2. that inmates be dispersed throughout the state in smaller facilities;
3. that separate facilities be provided for first offenders under 21 years of age and
4. that a study be conducted on the special needs of women prisoners when plans are made for prison policies, programs and budgets.

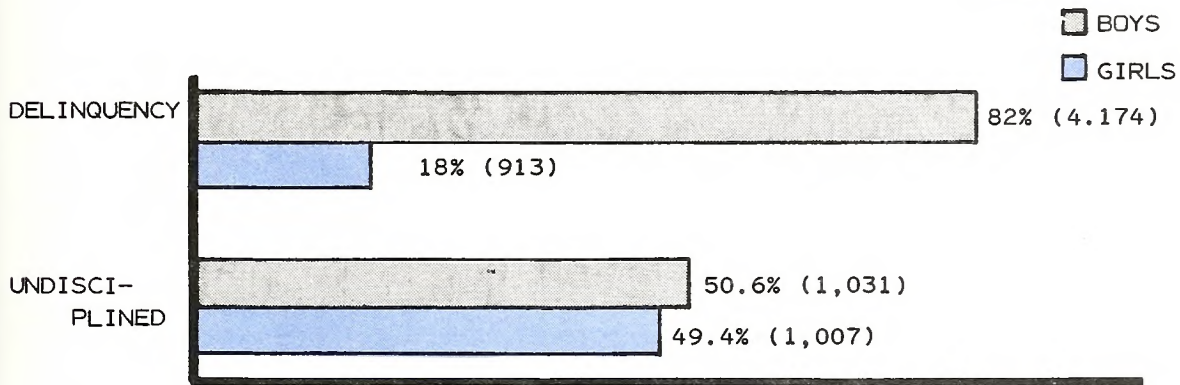
## Juvenile Offenders

Boys under 16 years of age committed more crimes in 1972 than did girls, but girls had nearly as many disciplinary problems as boys did. Even though only 18% of the court-referred delinquents in 1972 were female, 30% of the training school population were females. Similar statistics are true in 1975. Probation violation is a crime; therefore, at least two-thirds of the girls in training school are committed for violation of probation.<sup>1</sup> But, the probation stems from undisciplined behavior, not from commission of crime.<sup>2</sup>

Nearly five times more boys than girls were delinquency offenders in 1972, but nearly equal numbers of boys and girls had discipline problems (Figure 3-61).

### DELINQUENT AND UNDISCIPLINED CHILDREN, TOTAL NUMBER OF HEARINGS: (1972)

FIGURE 3-61



All data in this section was obtained from Juvenile Court Statistical Report, DSS-R&S-60 and Juvenile Court Cases, Special Report no. 24, both from the North Carolina Department of Human Resources, Division of Social Services, Report and Program Analysis, 1972. The data is incomplete because of the non-mandatory and irregular reporting system in North Carolina and an insufficient number of staff members. Out of 100 counties, 76 reported.

1. Youth Development Division, North Carolina Department of Correction.

#### 2. Definitions:

Child-Any minor under 16 years of age or any minor 16 years of age and older over whom the court is exercising jurisdiction.

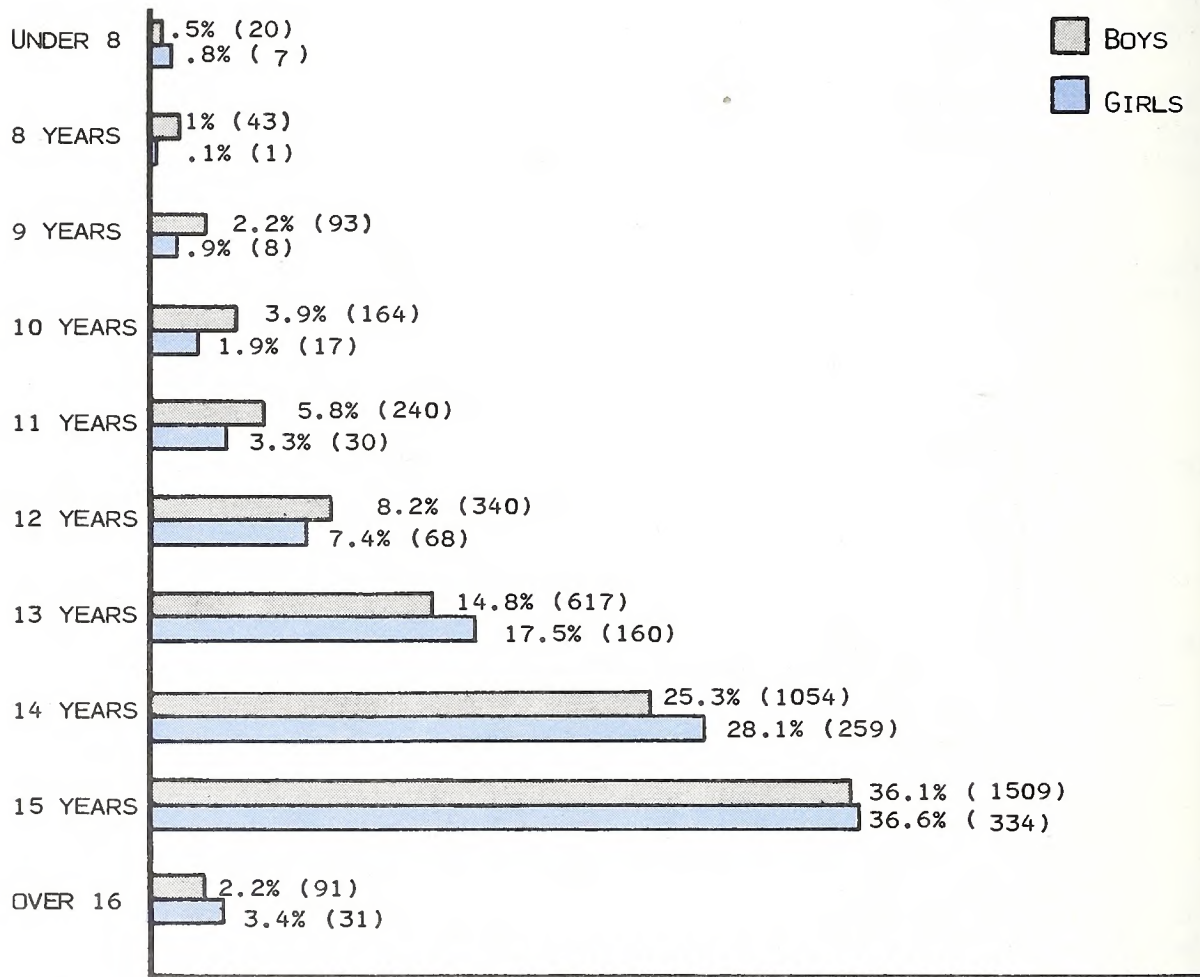
Delinquent-Any child whose behavior constitutes a criminal offense, violation of motor vehicle laws or violation of probation.

Undisciplined-Any child who runs away from home or is regularly absent from school, disobedient to parents or found in places unlawful for children.

MORE BOYS WERE DELINQUENT...

DELINQUENCY CASES, BY AGE AND SEX, NUMBER OF HEARINGS:  
(1972)

FIGURE 3-62



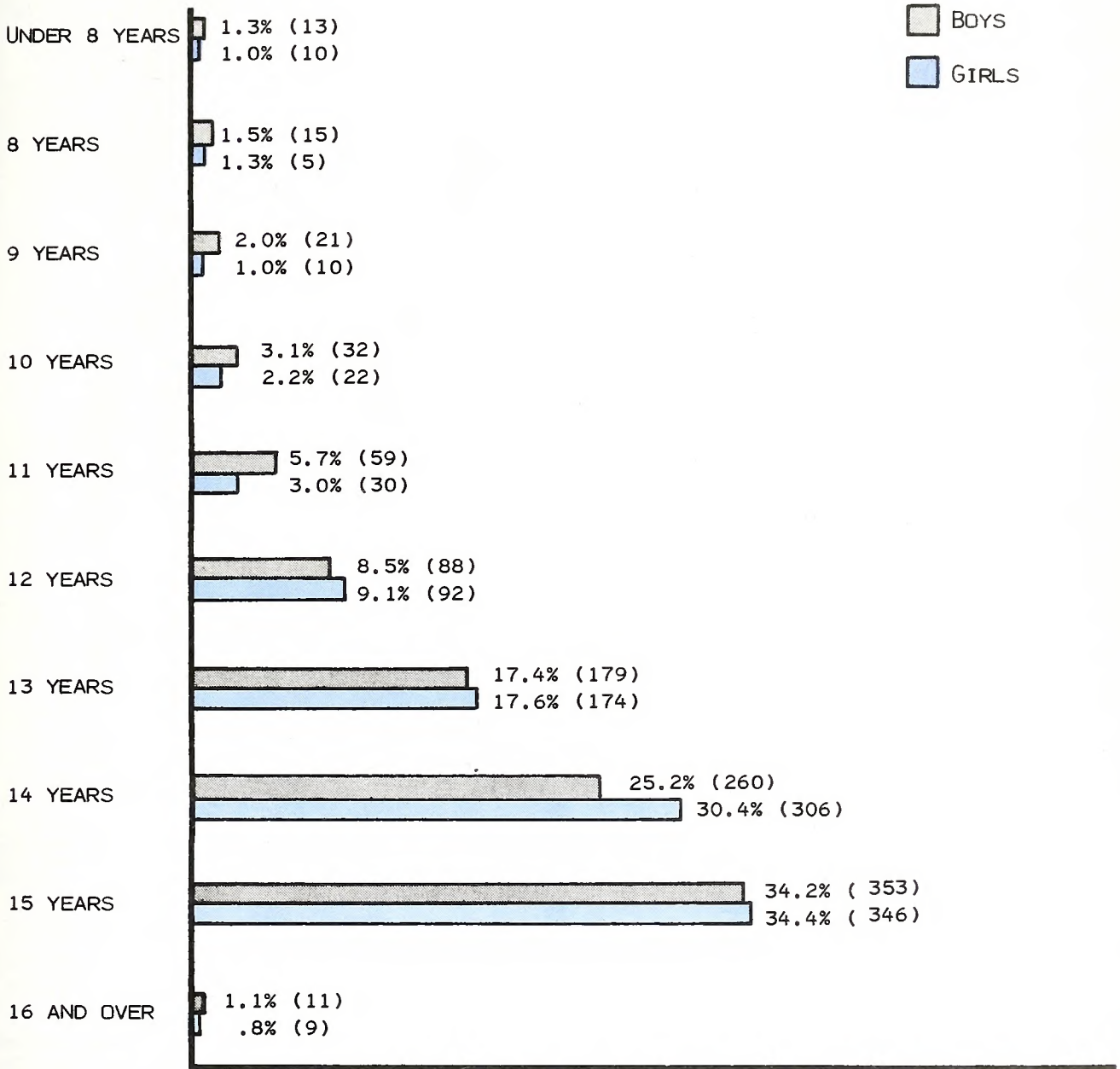
NOTE: NUMBERS IN PARENTHESES IN ALL THE FIGURES IN THE "JUVENILE OFFENDERS" SECTION ARE THE ACTUAL NUMBER OF CASES.

Female delinquency hearings increased proportionately with the girls' ages. At age 13, the percentage of female delinquency cases bypassed that of males; however, a larger number of males were in delinquency hearings.

NEARLY EQUAL NUMBERS OF BOYS AND GIRLS WERE UNDISCIPLINED...

UNDISCIPLINED CASES, BY AGE AND SEX, NUMBER OF HEARINGS:  
(1972)

FIGURE 3-63

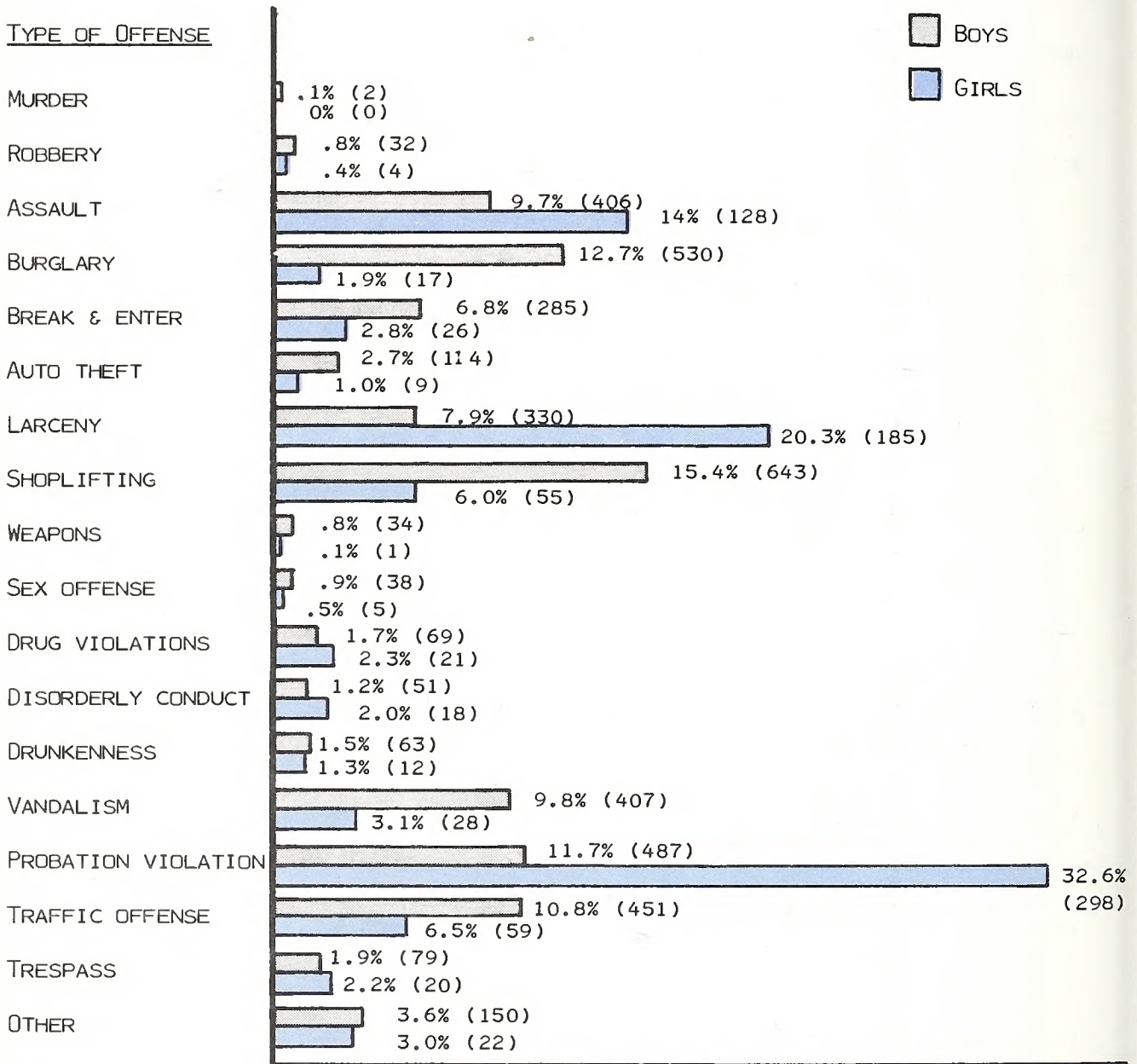


Nearly equal numbers of boys and girls had disciplinary problems. (See Figure 3-65 for the types of disciplinary problems). The percentage of girls age 12 and over with discipline problems was greater than for boys of the same age (Figure 3-63).

BOYS COMMITTED MORE VIOLENT CRIMES THAN GIRLS DID...

DELINQUENCY CASES, BY SEX AND TYPE OF OFFENSE:  
(1972)

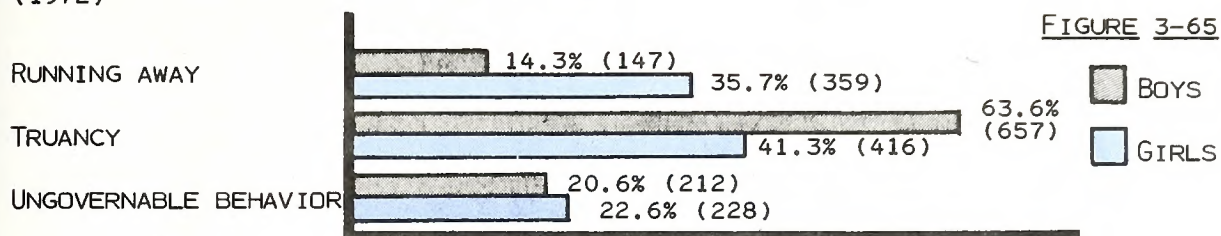
FIGURE 3-64



On the whole, more boys than girls were delinquent offenders; however, girls had higher percentages of deviance in assaults, larceny, drug violations, disorderly conduct, probation violations and trespass. Boys were more deviant in murder, robbery, burglary, breaking and entering, auto theft, shoplifting, illegal possession of weapons, sex offenses, drunkenness, vandalism and traffic offenses (Figure 3-64).



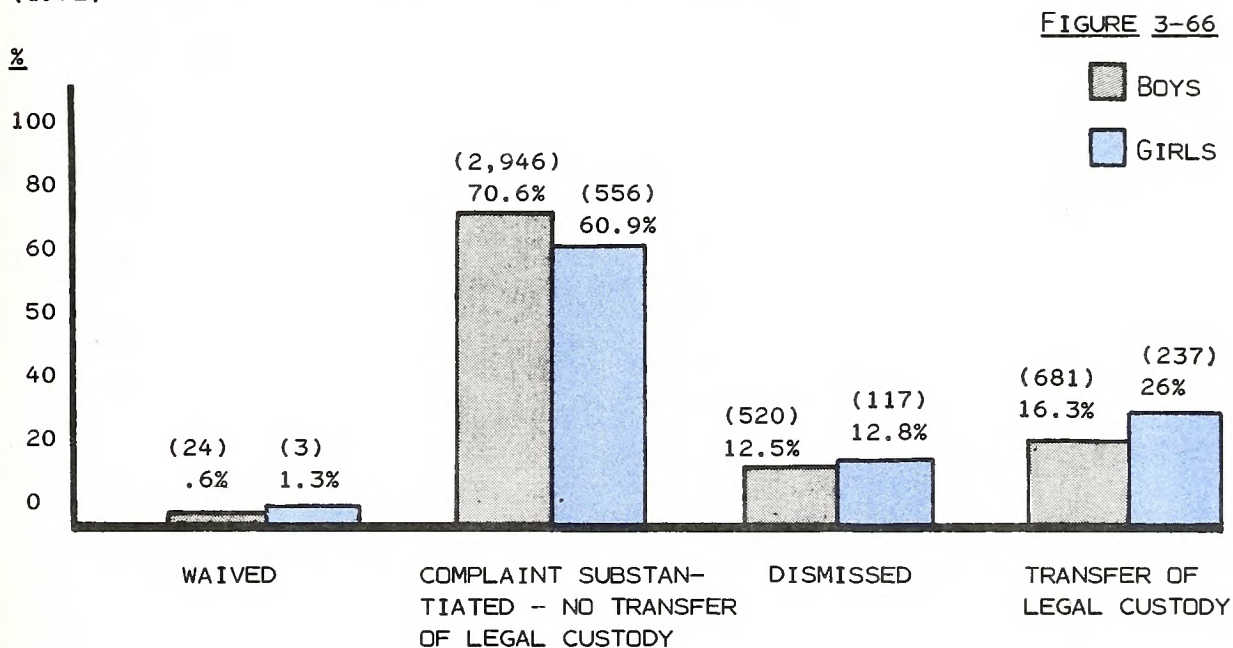
UNDISCIPLINED CHILD CASES, BY SEX AND TYPE OF BEHAVIOR:  
(1972)



Girls had more behavioral problems at home than boys did. Boys' discipline problems were related to school and truancy (Figure 3-65).

A LARGER PERCENTAGE OF GIRLS THAN BOYS WERE TRANSFERRED TO A NEW CUSTODIAN...

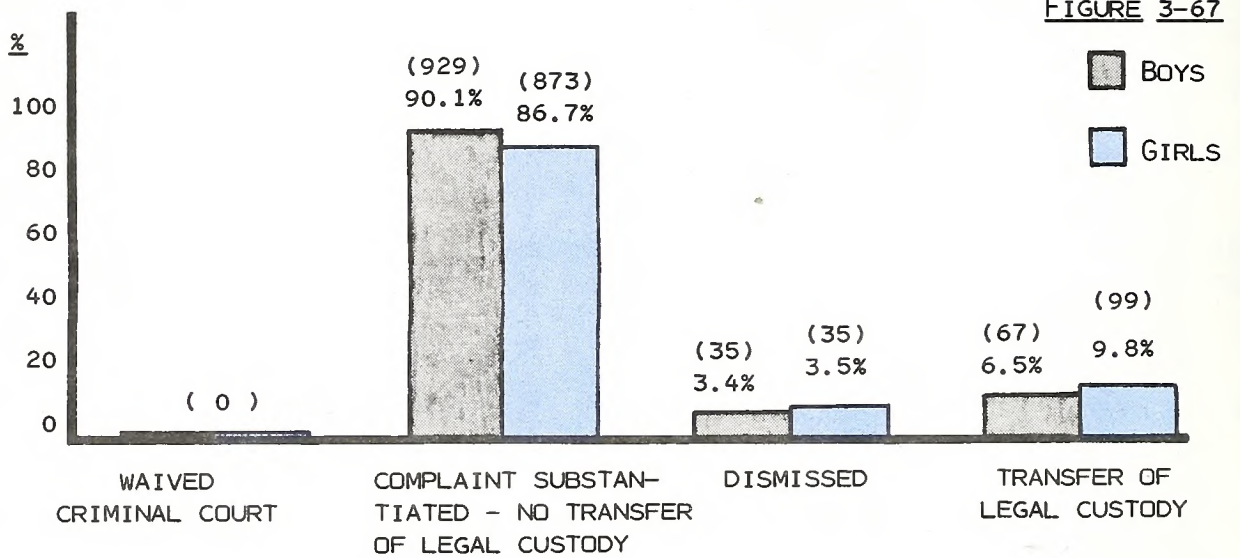
DELINQUENCY CASES, BY SEX AND DISPOSITION OF CASE:  
(1972)



NOTE: TRANSFER OF LEGAL CUSTODY--CHILDREN ARE SENT TO PUBLIC INSTITUTIONS FOR DELINQUENTS, OTHER PUBLIC INSTITUTIONS, PUBLIC AGENCIES, PRIVATE AGENCIES, INDIVIDUALS, OR OTHER.

Figures 3-62 and 3-64 indicate that girls were less deviant than boys in violent crimes; yet as shown in Figure 3-66, more girls were transferred to an institution or a new custodian in both delinquent and undisciplined cases.

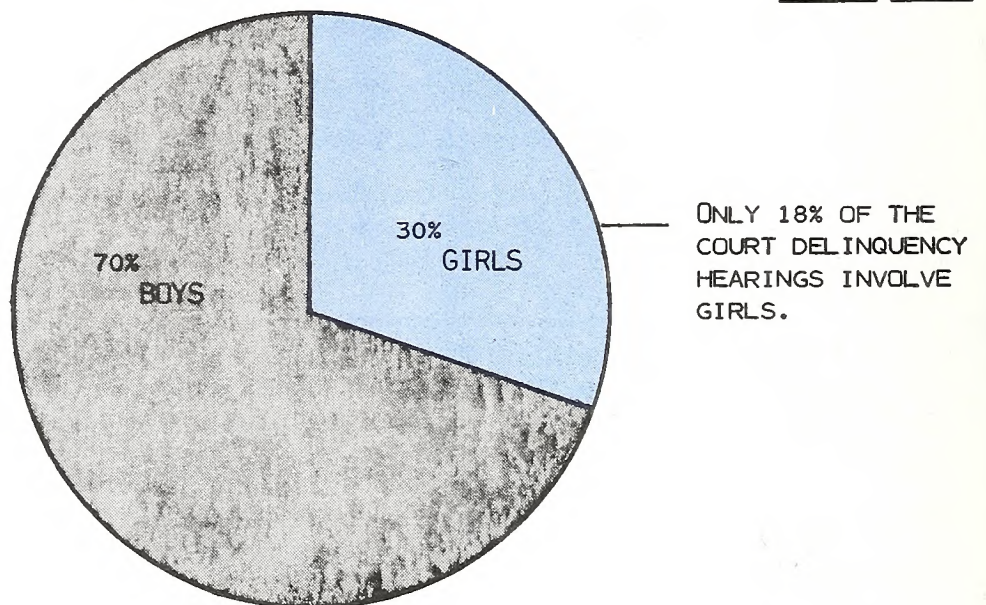
UNDISCIPLINED CASES, BY SEX AND DISPOSITION OF CASES:  
(1972)



The Youth Development Division of North Carolina government explains that the state's juvenile system is operating under a double standard whereby lack of discipline is tolerated more from boys than from girls. A stigma is placed on girls who engage in sexual activity because of the threat of pregnancy; whereas boys are seldom reprimanded for similar involvement. As a result of the double standard, a greater percentage of the girls than the boys are institutionalized for a history of undisciplined behavior and probation violation.

DEPARTMENT OF YOUTH DEVELOPMENT  
TRAINING CENTERS FOR JUVENILES:

FIGURE 3-68

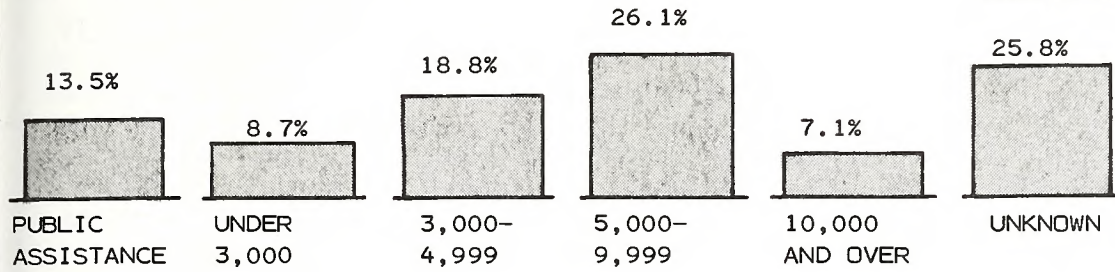


JUVENILE OFFENDERS GENERALLY CAME FROM LOW INCOME FAMILIES WITH BOTH PARENTS AT HOME...

ALL DELINQUENCY CASES, BY FAMILY'S INCOME:

(1972)

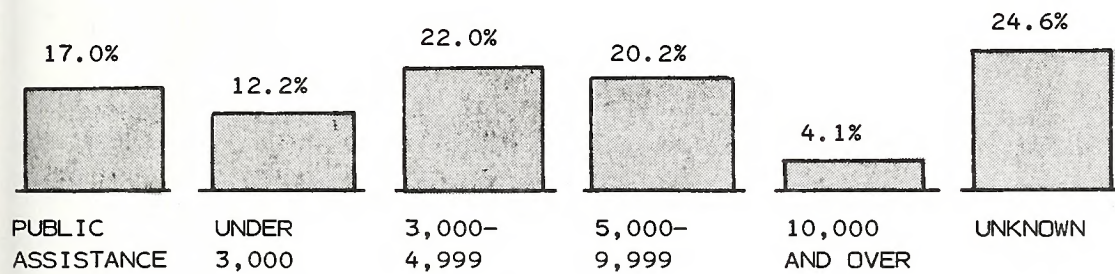
FIGURE 3-69



ALL DISCIPLINE CASES, BY FAMILY'S INCOME:

(1972)

FIGURE 3-70



MARITAL STATUS OF NATURAL PARENTS:

(1972)

FIGURE 3-71

STATUS OF PARENTS	DELINQUENCY		UNDISCIPLINED	
	BOYS	GIRLS	BOYS	GIRLS
LIVING TOGETHER	67% 1,913	58% 355	58% 408	53% 365
DIVORCED	26% 747	34% 210	31% 219	38% 259
SEPARATED	7% 199	8% 48	11% 72	19% 59
	2,859	613	699	683

A majority of delinquent and undisciplined children in North Carolina came from homes where the parents live together. Also interesting to note is that two-thirds of the children who suffer child abuse lived with both their parents (see Figure 3-18). Children appear to be adversely affected by family dis-  
armony, even though their parents are together.

## "JUVENILE OFFENDERS"

### Conclusion

Nearly five times more boys than girls attend criminal hearings, but nearly equal numbers of girls and boys come before the court with disciplinary problems. According to juvenile authorities girls are often ruled undisciplined and placed on probation because of their sexual activities; whereas boys generally are not punished for voluntary sexual activity. Many of these girls are sent to training schools after violating probation, though they did not commit a statutory criminal offense. Consequently although only 18% of the juvenile hearings involve girls, 30% of the training school population are girls.

The high number of undisciplined children who are sent to training schools indicates that children are stigmatized as delinquents because they are unable or unwilling to conform to the norms set by their community. Rehabilitation is needed for these children, but the juvenile system must beware of the risk of becoming a dumping ground for unfortunate and unwanted children, guilty of no legal crime.

Girls with discipline problems, more so than boys, are subjected to removal from their family setting. If the juvenile system is geared to assignment and isolation of girls who might get into trouble, the system is responding to expedient measures taken by some families or communities. The framework of the juvenile system should, instead, be responsive to the needs of delinquent children based upon the child's best interests and the family's care and good judgment.

### Recommendations

The Commission on the Education and Employment of Women recommends:

1. that the General Assembly and the Department of Correction appropriate and direct more funds to community-based facilities for juvenile delinquents;
2. that the courts, when transferring custody of juveniles, grant top priority to placement in community-based facilities;
3. that comprehensive family planning and birth control information be included in the rehabilitation program of the Division of Youth Development;
4. that the District Attorney's staff be enlarged to provide more legal assistance for juvenile cases;
5. that the General Assembly enact legislation increasing the number of judges based on population so that judges specializing in juvenile cases are available and that the merit selection plan be used to select those judges interested in juvenile law and

6. that the General Assembly enact legislation requiring that counsel be available for minors at both the time of arrest and the initial hearing.

## "CORRECTIONS"

### Chart Sources

- Figure 3-50 North Carolina, Department of Correction, memo to Commission on the Education and Employment of Women, October 1974.
- Figure 3-51 North Carolina, Department of Administration, "North Carolina State Government Statistical Abstract," 1973, Table F-58.
- Figure 3-52 Ibid., Table F-52.
- Figure 3-53 North Carolina, Department of Correction, "Statistical Abstract," Jan.-Mar. 1974, p. 34.
- Figure 3-54 Ibid.
- Figure 3-55 North Carolina, Department of Correction, Division of Planning, Philip Service, "The Redicivism of Persons Released from Facilities of the North Carolina Department of Correction during January '68 to June '68," 1972.
- Figure 3-56 Department of Correction, "Statistical Abstract," p. 60.
- Figure 3-57 Ibid., p. 51.
- Figure 3-58 Ibid., p. 54.
- Figure 3-59 North Carolina, Department of Correction, Division of Research and Planning, "Demographic and Social Differences Appearing between Male and Female Inmates as Measured by the Computerized Social History," 1974.
- Figure 3-60 Ibid.
- Figure 3-61 North Carolina, Department of Human Resources, Division of Social Services, Report and Program Analysis, Juvenile Court Statistical Report, DSS-R&S-60 and Juvenile Court Cases, Special Report no. 24, 1972.
- Figure 3-62 Ibid.
- Figure 3-63 Ibid.
- Figure 3-64 Ibid.
- Figure 3-65 Ibid.
- Figure 3-66 Ibid.
- Figure 3-67 Ibid.
- Figure 3-68 Ibid.
- Figure 3-69 Ibid.
- Figure 3-70 Ibid.
- Figure 3-71 Ibid.

# LEGAL AND ECONOMIC CONCERNS

Credit

Tax

Insurance

Labor Standards

Homemakers and Domestic Workers

Inflation and Recession



*The Great Seal of the State of North Carolina, 1794-1836  
Liberty and Plenty are together again as the defender and the provider,  
equally important.*



"CREDIT"

"TAX"

"INSURANCE"

"LABOR STANDARDS"

WOMEN COMPRISE 41.3% OF THE WORK FORCE\* IN NORTH CAROLINA

HOWEVER

WORKING WOMEN ARE NOT REALIZING THEIR FULL ECONOMIC POTENTIAL AS WAGE EARNERS AND CONSUMERS BECAUSE OF:

CREDIT DISCRIMINATION

INEQUITIES IN THE TAX LAW

INSURANCE DISCRIMINATION

RESTRICTIVE LABOR STANDARDS

Of course, women lose their economic potential because of many other major obstacles, such as job discrimination and limited education and training. These sections on credit, tax, insurance and labor standards cover specific problems facing the working women who consume, borrow and pay taxes.

\* Based on women 16 years and over.

Note: Chart sources for the Legal and Economic Concerns chapter are on page 160.

## "CREDIT"

IN THE PAST YEAR, STATE AND FEDERAL LEGISLATION HAS BEEN PASSED TO BEGIN THE ELIMINATION OF CREDIT DISCRIMINATION AGAINST WOMEN...

The availability of credit is a boost to the upward mobility of each wage earner and investor. The acquisition of an automobile or a home, and the beginning of a business or investment are dependent generally on the issuance of credit. Women have been traditionally unable to purchase their own home, start their own business or make investments because of the denial of credit.

<u>Issue</u>	<u>Law</u>
1. Higher standards are required of single and married women than of men to receive credit. Length of employment, salary requirements, etc. are generally required to be greater for women. <sup>1</sup>	1. North Carolina General Statute (25B-1) passed in 1974. Outlaws credit discrimination against women. Federal Credit Bill HR 11221 passed in 1974. Outlaws credit discrimination against women.
2. Newly married women generally lose their credit identity when they change their names. Credit loans and records are usually issued in the husband's name. Separate files are not maintained for married women. <sup>2</sup>	2. North Carolina General Statute (25B-2) passed in 1974. Requires credit agencies to keep separate credit files for married persons <u>upon request</u> .
3. Alimony is seldom used as a reliable source of credit. A woman's reliability as a mother, housewife or volunteer are not considered credit-worthy factors.	3. No law <u>specifically</u> prohibits these credit practices.

"Creditors refuse to extend credit to widows or divorcees for want of an adequate credit history, and at the same time, refuse to extend credit to a married woman in her own name."<sup>3</sup>

1. Public Interest Research Group, "Short-Changed Sex Discrimination in Consumer Credit," Durham.
2. Ibid.
3. Ibid.

4. Single women traditionally are unable to obtain mortgages. Distrust of a woman's employment stability and home repair know-how are frequent reasons given by the bank.<sup>1</sup>

4. Federal Housing Bill S3066 passed in 1974. Specifically prohibits mortgage credit discrimination against women.

N.C. General Statute 25B should apply. Prohibits credit discrimination based on sex. No separate mortgage bill in North Carolina.

5. A married woman's income is often partially or totally discounted in determining the family's maximum eligibility for a mortgage loan. Until recently, Veterans Administration policy required sworn affidavits by loan applicants that they would continue to use a method of birth control.<sup>2</sup>

5. Federal Housing Bill S3066 passed in 1974. Prohibits discrimination against married women in mortgage credit.

N.C. General Statute 25B should apply. No separate mortgage bill in North Carolina.

6. Many women are refused credit but never know the reasons for refusal.

6. Federal Law, Senate 5, passed in 1968. Must disclose to the consumer all information obtained from a credit-reporting agency.

No law yet requires that the creditor disclose reasons for denial of credit in every type of credit transaction.

"Credit managers of many United States companies appear to follow equally medieval standards in deciding who is not credit worthy....with 30 million women drawing paychecks for full-time jobs, the idea that they cannot get credit for themselves is downright silly."<sup>3</sup>

1. Congressional Hearings, Housing Subcommittee, October 1974.
2. "Short-Changed Sex Discrimination."
3. Business Week, May 6, 1972.

## "CREDIT"

### Conclusion

Both the United States Congress and the North Carolina General Assembly have passed legislation which prohibits credit discrimination against women. These laws prohibit credit practices which differentiate between male and female credit applicants who are economically similar. The credit section lists some of the many issues which arise in the course of credit consideration and extension. It is uncertain, however, whether some of the credit practices are illegal under the present laws.

The legislation that has been passed in North Carolina to prohibit credit discrimination based on sex recognizes the need for a just system of financing; but discriminatory credit practices are not easily identifiable because they can be couched in seemingly neutral terms. These "unbiased" practices which demonstrate a continuing pattern of credit denial to women should be closely scrutinized. It is not expected that credit should be extended to women if they are, indeed, poor credit risks. However practices such as a blanket disregarding of alimony or support payments effectively single out the divorced female applicants and place them in a credit risk category. Measures should be taken to identify certain credit policies which are discriminatory in effect. Credit agencies should be cautioned against a broad application of these policies. "Women should not be granted credit because they are women, but they should not be denied credit, in any form, because they are women."

### Recommendations

The Commission on the Education and Employment of Women recommends:

1. that the General Assembly provide funds for the Commission on the Education and Employment of Women to work with the Attorney General, in order to:
  - a. issue guidelines to serve as a model for nondiscriminatory credit practices,
  - b. encourage all lending institutions and extenders of credit to examine credit practices that are discriminatory and
  - c. investigate complaints of credit discrimination;
2. that notice be given to the applicant by the credit agencies within a reasonable time stating the reasons for denial of credit and
3. that North Carolina's anti-discrimination credit law be prominently displayed in all lending institutions.

## "TAX"

### FEDERAL TAX LAWS REDUCE THE MARRIED WORKING WOMAN'S INCENTIVE TO WORK OUTSIDE THE HOME...

Tax laws have provided reasonable consideration for the nonworking wife. She is not taxed for her child care and housework; i.e., that work is non-taxable, imputed income. She can split her husband's income by filing a joint tax return, even though she has no earned salary. And she can receive Social Security benefits through her husband. These tax benefits given to the homemaker are unusual because the homemaker's status is generally not recognized as deserving of governmental benefits. Just as the tax laws have reasonably provided consideration for the nonworking wife, so should the tax laws deal with the unique problems of the working wife.

The working wife loses a large portion of her income to child care costs, housekeeping expenses and taxes. Laws concerning child care deductions and Social Security can be restructured to reduce this loss of salary, and thereby eliminate the inequitable tax rate for the working wife.

#### Child Care

The nonworking wife has a preferred tax status because all her household and child care services are regarded as nontaxable, imputed income; whereas, the working wife is only allowed a partial deduction for child care.<sup>1</sup> This inequity reduces a woman's incentive to work outside the home.

Alternative: Permit complete and reasonable child care and housekeeping deductions for working married women, or allow a tax credit for reasonable costs of child care.

#### Social Security

The nonworking wife receives Social Security benefits because of her husband's Social Security contributions. The working wife is legally excluded from collecting double benefits and consequently, must choose between Social Security benefits produced by her income and those created by her husband's contributions. In either case, Social Security benefits for the working wife are out of proportion compared to the taxes that she and her husband pay.

Alternative: Reduce the Social Security tax for families with both husband and wife working to reflect the true benefits which are received. (The amount of one's tax determines the amount of the benefits received).<sup>2</sup>

1. Internal Revenue Code of 1954, Section 214.
2. George Cooper, Rutgers Law Review, 25:67, Michie Company, Charlottesville, Va.

"THE TAX LAW TENDS TO PUT WOMEN IN THEIR PLACE AND KEEP THEM THERE."<sup>1</sup>

Figure 4-1 illustrates the married working woman's tremendous loss of salary because of taxes and other expenses. Tax laws reduce the married woman's incentive to work. If she does work, her economic potential is drastically lower than her salary.

EFFECT OF SELECTED TAX LAW REVISIONS FOR WORKING WIVES:

FIGURE 4-1

JOINT RETURN:

HUSBAND'S GROSS INCOME	\$10,000	\$25,000
WIFE'S GROSS INCOME	5,000	10,000
WIFE'S EXTRA EXPENSES WHEN EMPLOYED:		
CHILD CARE, MAID	2,600	2,600
CARFARE	150	150
CLOTHING, ETC.	250	500
TAXES ON WIFE'S INCOME <sup>2</sup> (STATE, FEDERAL, COUNTY, CITY)	1,366	4,502
WIFE'S NET INCOME	\$ 634	\$ 2,248

NORTH CAROLINA TAX LAW DISCRIMINATES AGAINST MARRIED WOMEN...

North Carolina General Statute 105-149 (2), (3), (4):

- (2) A \$2,000 exemption shall be deducted in the case of a married man with a wife living with him. Provided, that a husband living with his wife may by agreement with his wife allow (editor's underline) her to claim the \$2,000 exemption, and the husband in such case shall be entitled to claim an exemption of \$1,000.
- (3) A married woman having a separate and independent income is permitted a \$1,000 exemption.
- (4) \$600 for each dependent is allowed to the person claiming the \$2,000 exemption.

The married working woman is not able to realize her economic potential to the degree her husband is, because he is allowed a higher exemption. In addition she cannot claim the \$600 dependency exemption unless her husband allows her to take the \$2,000 exemption.

1. Rutgers Law Review 25:67.

2. Assumes some modifications to conform to Federal Tax Reform Act of 1969. No account is taken of 1971 Social Security tax changes.

## "TAX"

### Conclusion

Federal and state tax laws reduce the married working woman's incentive to work outside her home. Inequitable Social Security laws and discriminatory state exemption laws have unjustly deprived women of their income. Inadequate child care deductions demonstrate a lack of concern for the special hardships of the working women with children. Both the federal and state tax laws reflect outdated views about the female taxpayer's economic value. By not recognizing hardships such as child care costs and by treating the woman's income as secondary, the tax laws have reduced the woman's economic potential.

Tax laws can indirectly encourage or discourage the taxpayer's actions. A tax deduction for charitable contributions recognizes the value of eleemosynary institutions. A tax deduction for medical expenses recognizes that tax aid is needed for the family suffering from an extraordinary hardship. The tax structure should also consider the added burden on married working women and women with children.

### Recommendations

The Commission on the Education and Employment of Women recommends:

1. that the General Assembly study the present state tax laws to determine how these laws affect women in North Carolina, including but not limited to:
  - a. tax laws which discriminate against women,
  - b. plans which allow state tax credits or tax deductions for day care costs to the parent and
  - c. plans allowing state tax credits for businesses which provide child day care for employees, and
2. that the United States Senators and Congresspersons from North Carolina study the federal tax structure and make changes:
  - a. to allow full Social Security benefits to married working women,
  - b. to allow full day care deductions for working women with children; or to allow reasonable tax credits for day care expenses and
  - c. to allow tax credits to businesses which provide day care for employees.

"INSURANCE"

INSURANCE DISCRIMINATION AGAINST WOMEN ADVERSELY AFFECTS THEIR ECONOMIC STATUS...

"Denial of equal access to insurance, at fair rates, affects the economic status of all women. It touches employment discrimination, opportunities to hold a job, ability to maintain a family in the face of personal catastrophe and economic security. Other economic disadvantages of women can be magnified by discriminatory, inadequate or prohibitively costly insurance. Alternatively, insurance protection that serves women's needs can alleviate many economic burdens."<sup>1</sup>

SELECTED AREAS OF INSURANCE DISCRIMINATION AGAINST WOMEN:

(NOT ALL FINDINGS APPLY TO ALL INSURANCE COMPANIES OR TO ALL POLICY FORMS)

FIGURE 4-2

<p><u>AUTO</u></p> <p>COLLISION POLICY COSTS SOMETIMES HIGHER FOR WIDOWS AND DIVORCEES.</p>	<p><u>DISABILITY</u></p> <ol style="list-style-type: none"><li>1. NO MATERNITY COVERAGE.</li><li>2. LOWER PAYING JOB HAS HIGHER COSTS OR FEWER BENEFITS.</li><li>3. SELECTIVE AGAINST WOMEN.</li></ol>
<p><u>HOMEOWNER</u></p> <p>INSURANCE SOMETIMES UNAVAILABLE FOR SINGLE WOMEN. UNABLE TO CARE FOR HOUSE BY HERSELF.</p>	<p><u>MEDICAL</u></p> <p>EXCLUSIONS AND LIMITATIONS ON:</p> <ol style="list-style-type: none"><li>1. MATERNITY</li><li>2. FEMALE DISORDERS.</li></ol>

1. Statement of Herbert S. Denenberg, former Pennsylvania Insurance Commissioner, Congressional Hearings of Joint Economic Committee.



## INSURANCE PRACTICES WHICH DISCRIMINATE AGAINST WOMEN IN NORTH CAROLINA SHOULD BE STUDIED AND CHANGED...

The North Carolina Department of Insurance has set up a task force to study discrimination against women in insurance. Legislative and governmental forces should join to study and respond to these problems.<sup>1</sup>

### Insurance Practices Which Discriminate Against Women:<sup>2</sup>

#### Medical Care Insurance

1. Maternity coverage is unavailable to single women or single parents unless they enroll in higher cost "family" coverage where premiums are based on coverage for two adults and children.
2. Maternity coverage through commercial insurance is unavailable to single women.
3. A woman who is eligible for group coverage through her own or her husband's group may not enroll in nongroup plans, even though she finds her group coverage to be inadequate or inappropriate for her needs.
4. A simple procedure performed several years earlier may result in a rider excluding coverage for "all female reproductive organs."
5. Dependent female children's pregnancy-related expenses are not covered.
6. Waiting periods of six months may apply before "diseases of female reproductive organs" are covered.
7. Commercial health insurance frequently excludes coverage of newborn infants seven to thirty days after birth.
8. Adequate coverage becomes inadequate when an individual must convert from group to personal insurance. This situation occurs in the case of death or divorce of a spouse, for example. The subsequent insurance may exclude pre-existing conditions that the group contract covered.
9. Female employees may be restricted from including husbands as dependents in group policies even though male workers are permitted to include wives.
10. Married women are unable to enroll as individuals in group coverage even though men may do so.

1. North Carolina, Department of Insurance, in communication with Commission on the Education and Employment of Women, 1974.

2. Pennsylvania, Department of Insurance, Insurance Commissioner's Advisory Task Force on Womens' Insurance Problems, "Discrimination Against Female Insurance Consumers, Summary of Findings," 1974. These findings are applicable to North Carolina because some of the same major insurance companies and policies are present in North Carolina as noted at the task force meeting held by the North Carolina Commission of Insurance. Many other areas of insurance discrimination could have been included, but the list demonstrates the need for further study and change.

11. Maternity benefits in group insurance are not provided on the same terms and conditions to female employees as to male employees' spouses. Wives receive higher benefits, for example.
12. Women and children who are covered as dependents are not notified by companies when estranged husbands drop them from group policies.
13. Routine prenatal and postnatal medical care, and other family planning medical services are generally not covered by health insurance.
14. Waiting periods before coverage goes into effect vary from 8 to 10 months and in some cases are not reduced for premature birth or miscarriage.
15. Maternity coverage may be subject to a flat maximum benefit unrelated to true expenses, while other conditions are covered on an indemnity basis related to actual claim.
16. Major medical coverage will not pay for expenses related to normal pregnancy.

#### Disability Income Insurance

1. Noncancellable policies are not available to females.
2. Guaranteed renewable policies are limited to females in "permanent, career-type occupations."
3. Coverage beyond age 55 and below age 25 is not available to females, and life-time benefits are unavailable to females.
4. The definition of total disability is less desirable in some women's policies compared to men's. A woman who is unable to work at her own occupation because of disability would stop receiving benefits after two years unless she could not do any other job for which she is suited. The comparable man's policy provided benefits for a disabled man for five years before considering his ability to work at other jobs.
5. Disability from pregnancy and all complications caused or contributed to by pregnancy, childbirth, abortion, or miscarriage, up to six months after the pregnancy is over, are not covered in personal disability insurance policies.
6. Disability caused by pregnancy, regardless of length, may be limited to six weeks of benefits on group insurance policies where all other causes of disability are covered to the maximum benefit period.
7. Females who are not gainfully employed full-time away from home at commencement of disability receive reduced monthly benefits, as much as 60% less than they would have gotten if they had been working.
8. Premiums are substantially higher for women even where coverage and benefits are lower.
9. Women cannot obtain coverage if they work part-time, work at home, or are employed by relatives.

## "INSURANCE"

### Conclusion

The section on insurance has been a sketch of the types of sex discrimination in insurance. Denial of access to insurance and disproportionate rate fixing are methods used against women. Because of rising medical costs and the increasing number of women as heads of households, insurance has virtually become a necessity. Jobholders need the security of disability insurance; homeowners need home insurance; and heads of households need medical and life insurance. Insurance discrimination deprives women of a necessity in modern living and magnifies the frustrations and problems women face in all of the areas of discrimination.

### Recommendations

The Commission on the Education and Employment of Women recommends:

1. that the General Assembly appoint a committee to join the Womens' Task Force in the Department of Insurance and the Commissioner of Insurance and study legislation to:
  - a. provide equal access to all types of insurance,
  - b. measure premiums which reflect risk, not prejudice,
  - c. change outdated or arbitrary sex classifications to classifications with a relevant basis,
  - d. implement measures which discourage discriminatory treatment by agents and others dealing with the applicant,
  - e. eliminate discrimination due to the marital status of the applicant or policy holder,
  - f. provide comprehensive medical coverage for all needs, including maternity benefits, regardless of age or marital status and
  - g. provide disability insurance which includes coverage for pregnancy.

# "LABOR STANDARDS"

THE GOOD INTENTIONS OF PROTECTIVE LABOR LAWS HAVE A DISCRIMINATORY EFFECT ON WOMEN...

Protective labor standards often restrain the upward mobility of female workers and deny them full salaries.

## History of Protective Labor Laws

Early 1900's - No Laws



Low Wages  
Long hours  
No benefits

Mid 1900's  
Protective Legislation



Better wages  
Overtime

but



No rest period  
Heavy labor



Rest period  
Chair  
No overtime  
No heavy weights

but



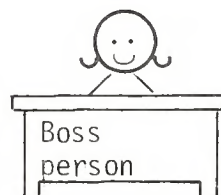
Less wages

1960's - Equal Pay  
Title VII and Equal Pay Act<sup>1</sup>



Equal pay  
Equal work  
Equal benefits

1970's - Affirmative Action  
Federal Executive Order 11246



Boss persons  
Find and use all  
qualified persons

1. Title VII and the Equal Pay Act are federal acts which outlaw job discrimination against women.

Protective legislation was intended to aid women workers who had been harshly exploited by industry. But some of the results were negative because restrictions were placed against women workers, thereby restraining their upward mobility. Rest periods, overtime, premium pay, weight-lifting restrictions, maximum hours and prohibition of certain types of employment resulted in less pay and fewer opportunities for advancement.

Times have changed the needs of women workers, and the labor standards should reflect the progress being made. Below is a list of changes that have already been made in North Carolina law.

Changes in North Carolina Law for Women Workers:

<p><u>Old Law 95-17</u></p> <p>Female employees were limited to working 48 hours a week. Male employees were limited to working 56 hours a week.</p>	<p><u>95-17 (1973 change)</u></p> <p>No person can be employed over 56 hours a week.</p>
<p><u>Old Law 95-29</u></p> <p>Female employees must be provided a proper and suitable seat in a store.</p>	<p><u>95-29</u></p> <p>Repealed in 1973.</p>
<p><u>Old Law 96-13</u></p> <p>The law stipulated that women were not able and available for work three months before childbirth and three months after childbirth; therefore they were exempted from unemployment compensation.</p>	<p><u>96-13</u></p> <p>Deleted provision relating to effect of pregnancy on ability and availability for work.</p>

Some Existing North Carolina Labor Laws Which Single Out Females:

North Carolina General Statute 110-2

No girl under age 16 can work before 6:00 A.M. or after 9:00 P.M. Regulates hours for newspaper sales boys, but includes no provisions for girls.

North Carolina General Statute 110-7

No girl under 18 years can be employed as a messenger for delivery businesses.

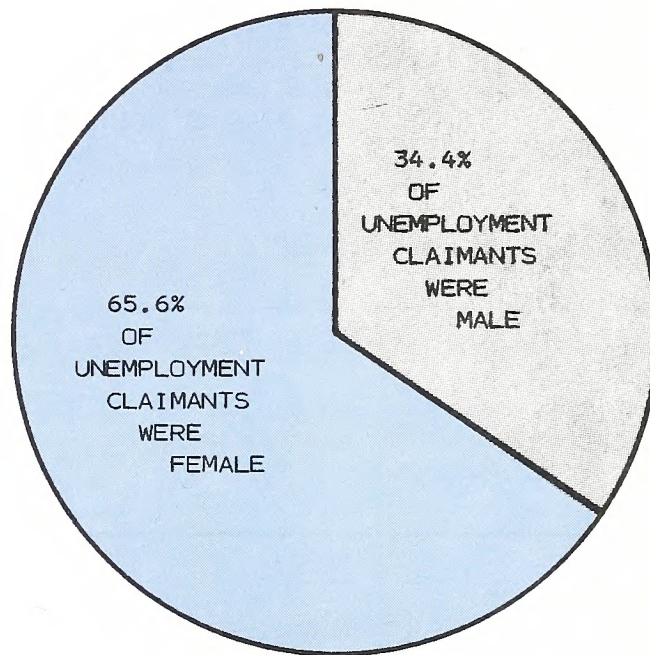
North Carolina General Statute 110-8

No boy under 14 years and no girl under 18 years can sell on the street.

LABOR PRACTICES AND POLICIES DURING TIMES OF UNEMPLOYMENT HIT WOMEN WORKERS THE HARDEST...

UNEMPLOYED IN NORTH CAROLINA DURING WEEK OF SEPTEMBER 21, 1974:

FIGURE 4-3



NUMBER OF UNEMPLOYMENT INSURANCE CLAIMANTS:  
(IN NORTH CAROLINA, SEPTEMBER 21, 1974)

FIGURE 4-4

<u>AGE</u>	<u>NUMBER OF TOTAL CLAIMANTS</u>	<u>FEMALE</u>	<u>MALE</u>
TOTAL	27,450	18,010	9,440
UNDER 45	18,503	12,371	6,132
OVER 45	8,947	5,639	3,308
OVER 65	407	192	215

Nearly twice as many females as males were unemployed claimants in 1974 (Figures 4-3 and 4-4). The inequity has not been alleviated since 1970 when the unemployment rate was 4.9% for females and 2.4% for males (Figure 4-5). During a period with a high unemployment rate, labor practices may be legitimate; however, women are often the first to be laid off. A woman who has recently begun her employment career, or one who has had a low-paying job for many years is often at the bottom of the employment ladder, and is, therefore, easily expendable. The seniority system is not intrinsically bad; rather, it can be revised so that women are not penalized for years spent rearing children.

## "LABOR STANDARDS"

### Conclusions

Protective labor laws evolved from progressive legislation which was enacted to end harsh exploitative labor practices against women and children. While these protective laws and labor policies, such as maximum hour laws and seniority systems, were intended to protect employees, they sometimes became a device to bar the advancement of women in their jobs. Several of these laws have already been changed in North Carolina, although a few remain on the books.

Statutes that openly treat male and female employees differently should either be repealed or extended to cover both sexes. A study should be conducted by labor and industry to establish fair and satisfactory standards for employees.

This study by labor and industry should also investigate innovative plans dealing with the problem of the many women laid off from their jobs. For example, labor and business can study the feasibility of including in the employees' seniority records, some of the time spent in childrearing, as has been done with military leaves of absence. Other ideas encompassing the interests of women employees should be investigated. We are aware of the harsh realities during times of high unemployment, and we do not have a panacea for the unemployment problem; however, a search for new labor policies or amendments to the present policies should be made in order to confront the disproportionately high number of women losing their jobs.

### Recommendations

The Commission on the Education and Employment of Women recommends:

1. that a joint committee, including representatives from labor, management, the Department of Labor, the Employment Security Commission, State Personnel and the Commission on the Education and Employment of Women be appointed by the governor to study present labor policies which affect women and to consider the following:
  - a. seniority rules which reflect recognition of childrearing as a service to the family and community, deserving employment allowances as does military service.
  - b. maternity protection for employed women and
  - c. laws and regulations which protect male and female employees, but do not have the effect of reducing benefits, compensation or promotion.

"HOMEMAKERS AND DOMESTIC WORKERS"

HOMEMAKERS ARE GIVEN  
ZERO ECONOMIC VALUE.

AS A RESULT THEY ARE:

1. DENIED GOVERNMENT EMPLOYEE BENEFITS (SUCH AS UNEMPLOYMENT INSURANCE AND DISABILITY BENEFITS).
2. DENIED THE STATUS OF A WAGE EARNER AND INDEPENDENT CONTRIBUTOR TO THE ECONOMY.

MANY DOMESTIC WORKERS ARE ALSO DENIED GOVERNMENT EMPLOYEE BENEFITS (SUCH AS UNEMPLOYMENT INSURANCE AND DISABILITY BENEFITS).



GOVERNMENT BENEFITS ARE NOT AVAILABLE TO HOMEMAKERS OR WOMEN IN TRANSITION FROM HOMEMAKERS TO WAGE EARNERS.

The work of the homemaker has been given zero economic value. As a result, the homemaker is not a member of the wage-earning community. She is unable to realize any independent economic potentials and is ineligible for the government benefits set aside for wage earners.

Zero Economic Value Given to Homemakers:

	<u>Minimum Wage</u>	<u>Social Security</u>	<u>Disability</u>
Worker	\$1.90 & \$2.00/hour	Proportionate to income	Employer plan or private insurance plan
Domestic worker	\$1.90/hour	Proportionate to income	Usually 0, unless owns private insurance
Home worker	0	0 (through husband)	0

	<u>Workmens' Compensation</u>	<u>Unemployment Insurance</u>
Worker	North Carolina State Law 97 provides for employees	North Carolina State Law 97 provides for employees
Domestic worker	Exempt from North Carolina State Law 97	Exempt in private homes and fraternities
Home worker	0	0

Blackout Period: Middle-Aged Women

"Between the time her last child leaves home, and she reaches sixty-two, a woman is not eligible for any type of cash assistance or government insurance."<sup>1</sup>

Social Security: Eligible at age 62.

Welfare: Aid to Families with Dependent Children: Must have dependent children.

Old Age Assistance: Eligible at age 65.

"A woman must retain her dependency upon her husband or rely on her children's charity while trying to make the transition from homemaker to wage earner."<sup>2</sup>

1. Colquitt Walker, Hastings Law Journal 23:279, November 1971.

2. Ibid.

HOMEMAKERS AND PRIVATE DOMESTIC WORKERS ARE EXCLUDED FROM EMPLOYMENT SECURITY LAWS...

North Carolina Law 96-2

"Economic insecurity due to unemployment is a serious menace to the health, morale and welfare of the people of this state...The public good and the general welfare of the citizens of this State require the enactment of this measure...for the compulsory setting aside of unemployment reserves to be used for the benefit of persons unemployed through no fault of their own."

Women Not Eligible for Unemployment Insurance

45,000 private household workers in North Carolina <sup>1</sup>	977,229 non-wage-earning women in North Carolina <sup>2</sup>
--	--

Housework is not given economic value; therefore, a wife is without unemployment compensation or any kind of economic security when her husband is gone. Because many women work at home, they are not eligible for unemployment compensation. The state is concerned with the problems arising from unemployment, but evidences no concern through unemployment insurance for the housewife's economic security. The 45,000 women housekeepers in private homes are also excluded from unemployment coverage.

1. Census of Population: 1970, Detailed Characteristics, N.C., p. 697.
2. United States, Department of Labor, Women's Bureau, "Women Workers in North Carolina," U.S. Government Printing Office, Washington, D.C. 1970. Census of Population: 1970, Detailed Characteristics, N.C., Table 164.

## "HOMEMAKERS AND DOMESTIC WORKERS"

### Conclusion

In North Carolina 977,229 women are not employed outside the home and therefore are not entitled to employee government benefits. If one of these women is deserted by her spouse, she must look to the welfare system for her government benefits. But she may be caught in a tremendous void because welfare benefits are not extended to women under age 65 who do not have children at home. Thus homemakers have been given zero economic value, and when they lose their homemaking job, they are not entitled to employee benefits. At best, homemakers might qualify for welfare payments which are limited in scope and depth.

In addition, some government benefits are not available to domestic workers. Progress has been made in expanding benefit programs to include domestic workers, yet conditions and exceptions still deny aid. In North Carolina 45,000 female domestic workers in private homes are excluded from unemployment benefits and workmens' compensation. Despite the state's interest in the economic security of its people, it has neglected a sizable number of working women.

### Recommendations

The Commission on the Education and Employment of Women recommends:

1. that state laws extend unemployment benefits to all domestic workers and
2. that unemployment benefits be granted for a period of six months to women legally separated or divorced from their spouses.

## "INFLATION AND RECESSION"

INFLATION AND RECESSION HAVE A  
TREMENDOUS IMPACT ON WOMEN IN  
PARTICULAR BECAUSE:

1. WOMEN RECEIVE LOWER WAGES THAN MEN; THEREFORE, WOMEN HEADS OF HOUSEHOLDS BEAR A GREATER BURDEN WHEN FOOD AND HOUSEHOLD COSTS INCREASE.
2. HIGHER DAY CARE COSTS ARE FORCING WOMEN TO QUIT WORK.
3. MORE WOMEN THAN MEN ARE LAID OFF WORK.

BECAUSE OF THE INCREASING COSTS OF LIVING, LARGER PORTIONS OF INCOMES ARE SPENT ON FOOD, FUEL AND RENT....

Women earn far less money than men (see Employment chapter). With the inflationary increases in food and household costs, women wage earners are unable to meet their families' needs. They are not realizing their full economic potential or making a healthy contribution to the economy.

PERCENTAGE INCREASES FOR COST-OF-LIVING INDICATORS IN NORTH CAROLINA:  
(FROM APRIL 1973 TO APRIL 1974)

FIGURE 4-5



<u>Food</u>	<u>% Increases</u>
Cereals. . . . .	35.2
Meats. . . . .	6.9
Dairy. . . . .	22.9
Fruits, vegetables. . . . .	15.0
Other. . . . .	21.4

Women heads of households must spend much of their income on food, home ownership, fuel and utilities (Figure 4-6). Because women heads of households usually have children at home, they cannot spare the basics, such as heating and food. Subtracting these costs from women's salaries, which are consistently lower than men's, women are left with virtually no money to invest or to increase their standard of living. Although men must also spend more money on the above items, the men who support women heads of households do not usually increase support payments in keeping with the cost of living increases. They also have higher salaries and therefore, money to invest or spend in other areas.

Women heads of household (W H/H):  
 17% W H/H have children under 6 years old.  
 34% W H/H have children under 12 years old.  
 51% W H/H have children under 18 years old.<sup>1</sup>

1. Census of Population: 1970, Detailed Characteristics, N.C.

INFLATION AND RECESSION HAVE INCREASED THE COSTS OF DAY CARE TO THE POINT THAT WOMEN ARE LEAVING WORK TO CARE FOR THEIR CHILDREN...

Several industrial day care centers have reported that both recession and inflation are causing decreased enrollment in child day care facilities. With the increasing cost of goods, day care centers must raise tuition costs. And with more women being laid off work and therefore at home to care for their children, the parents of the remaining children in the center must absorb the increase in tuition caused by the decrease in enrollment.

Cliffside Day Care - "Our enrollment has been 24 since licensing until the past two months; it has dropped to 16 because of lay offs. Before, we had a waiting list. Some of our present 16 aren't regular because of the work situation. With an average attendance of 13 or 14, I'm put in a bind...The situation is about to force me to close after 18 years."<sup>1</sup>

Mr. Apparel Industrial Day Care - "Our enrollment has dropped considerably. The drop occurred when the day care center raised its rate from \$10 per week to \$18. The decision was made after Mr. Apparel administrators decided they would no longer absorb the higher costs of the center brought on by inflation."<sup>2</sup>

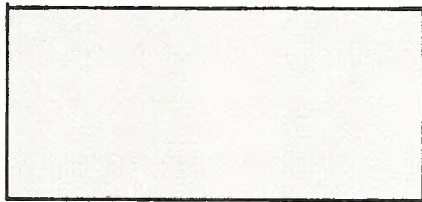
Jefferson Mills Day Care - "We hope business will pick up by next June. If not, we may have to make a decision about closing the center. Absenteeism and turnover were four times less for workers who have children in the center. But the situation has changed. We now have 38 enrolled. We had 50 in the past."<sup>3</sup>

American Day School Corporation - "A few mothers who work in local factories are out of work, and some are on a day-to-day basis. Other mothers have told us to call the husband if their child gets sick at school, because they are afraid they'll lose their jobs if they miss any work."<sup>4</sup>

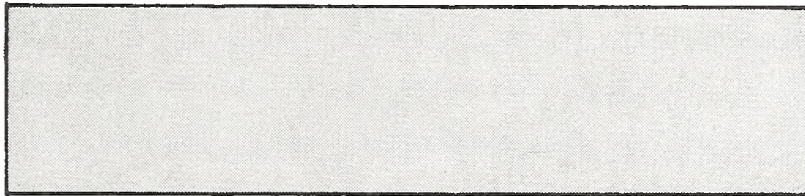
1. Cliffside Day Care, Cone Mills, Route 1, Ellenboro, North Carolina.
2. Mr. Apparel, Inc., Day Care Center, 401 Fraley Road, P.O. Box 668, High Point, North Carolina 27261.
3. Jefferson Mills Child Development Center, P.O. Box 347, Williamston, North Carolina 27892
4. American Day School, Fayetteville, North Carolina.

NORTH CAROLINA UNEMPLOYMENT RATE IN 1970:

FIGURE 4-6



MALES ARE 2.4% OF TOTAL UNEMPLOYED  
LABOR FORCE.



FEMALES ARE 4.9%  
OF TOTAL UNEMPLOYED  
LABOR FORCE.

Nearly twice as many females as males were unemployed claimants in 1974 (Figures 4-3 and 4-4). The inequity has not been alleviated since 1970 when the unemployment rate was 4.9% for females and 2.4% for males (Figure 4-5). During a period with a high unemployment rate, labor practices may be legitimate; however, women are often the first to be laid off. A woman who has recently begun her employment career, or one who has had a low-paying job for many years is often at the bottom of the employment ladder, and is, therefore, easily expendable. The seniority system is not intrinsically bad; rather, it can be revised so that women are not penalized for years spent rearing children.

MORE WOMEN THAN MEN LOSE THEIR JOBS DURING A PERIOD OF RECESSION...

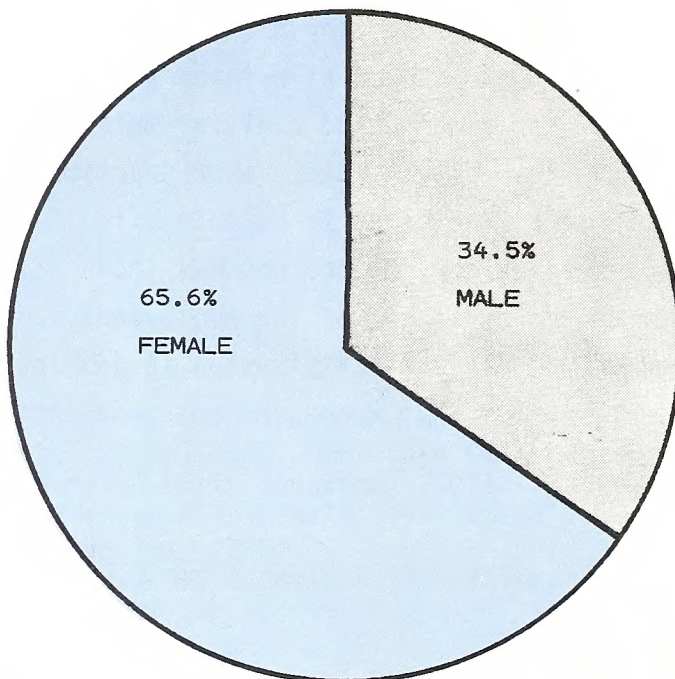
UNEMPLOYED IN WEEK OF SEPTEMBER 21, 1974:

FIGURE 4-7

<u>AGE</u>	<u>NUMBER OF CLAIMANTS FOR UNEMPLOYMENT INSURANCE</u>	<u>FEMALE</u>	<u>MALE</u>
TOTAL	27,450	18,010	9,440
UNDER 45	18,503	12,371	6,132
OVER 45	8,947	5,639	3,308
OVER 65	407	192	214

CLAIMANTS FOR UNEMPLOYMENT INSURANCE:  
(SEPTEMBER 21, 1974)

FIGURE 4-8





## "INFLATION AND RECESSION"

### Conclusion

Women in particular suffer from the effects of inflation and recession. During an inflationary period women lose a tremendous portion of their incomes to the increased costs of basic necessities, leaving no reserves for investment, savings or extras. If a woman is receiving child support payments, she is not guaranteed a cost-of-living increase and therefore has no relief from the burden of higher food and household costs. A woman's income, on the average is too low to survive the effects of inflation.

A recessionary period also adversely affects women workers in particular. A combination of certain kinds of unemployment policies and poor economic conditions produces a bleak picture for the many women who are laid off work. The data shows 59% of the unemployed in North Carolina are females. The unemployment of these women is a major problem, as many are heads of households or earn income essential to sustain the family.

Periods of inflation and recession create hardships for both men and women. In planning for the economy's recovery, attention should be directed toward the special problems facing women as a result of an unstable economy and the ensuing unemployment policies.

### Recommendations

The Commission on the Education and Employment of Women recommends:

1. that the United States Senators and Congresspersons from North Carolina, after studying the economic effects of inflation and recession on women, support economic programs which provide for the economic recovery of women workers and
2. that the North Carolina General Assembly recognize the special plight of women in North Carolina during periods of economic strain and consider action which will aid both men and women adversely affected by the state of the economy.

LEGAL AND ECONOMIC CONCERNS

Chart Sources

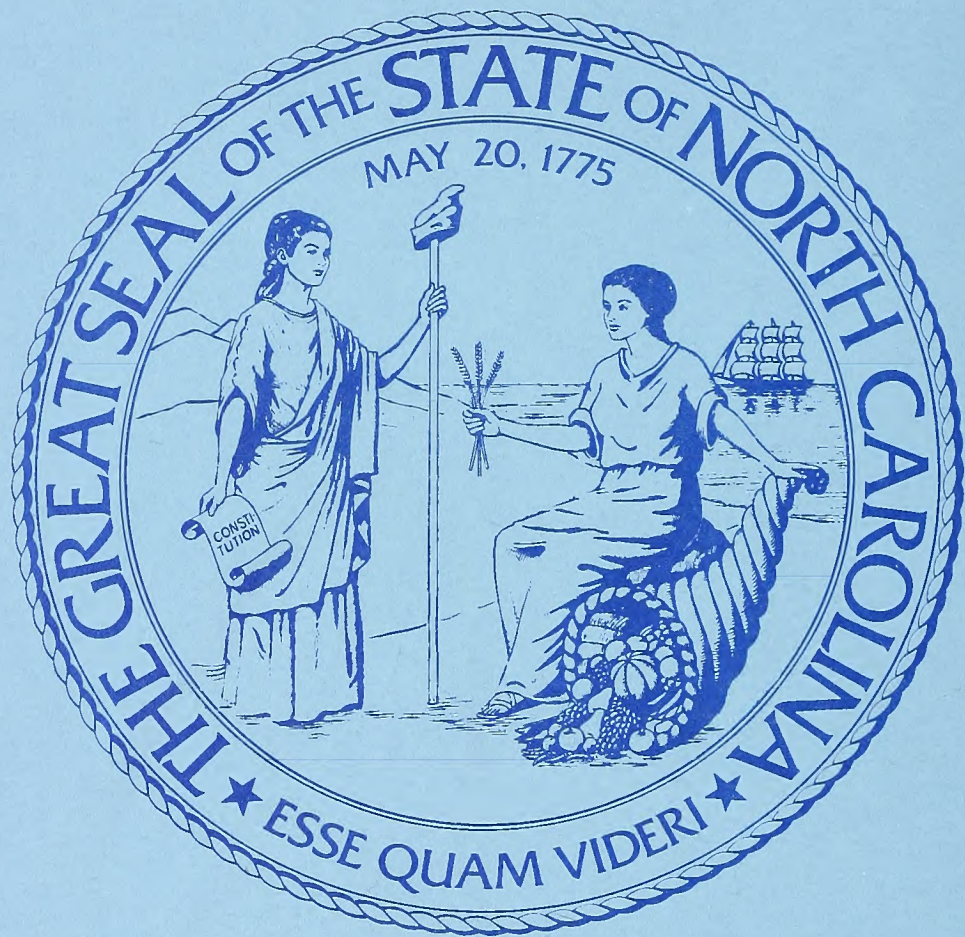
- Figure 4-1 George Cooper, Rutgers Law Review 25:67, Michie Company, Charlottesville, Virginia.
- Figure 4-2 North Carolina, Department of Insurance, notes from task force meeting on the insurance problems of women, October-November 1974.
- Figure 4-3 North Carolina, Department of Commerce, Employment Security Commission, "Employment Security Trends" vol. XXXIII, no. 9, September 1974.
- Figure 4-4 Ibid.
- Figure 4-6 United States, Bureau of the Census, Census of Population: 1970, Detailed Characteristics, Final Report PC(1)-D35 North Carolina, U.S. Government Printing Office, Washington, D.C., 1972.
- Figure 4-5 North Carolina, Department of Administration, Office of State Budget, Cost of Living Indicators, April 1974.
- Figure 4-7 "Employment Security Trends."
- Figure 4-8 Ibid.

# QUALIFIED WOMEN

Women in North Carolina Politics

Volunteerism

Registry of Qualified Women



*The Great Seal of the State of North Carolina, 1839-  
Liberty and Plenty now are identified clearly with North Carolina,  
from the mountains to the ocean, on the state seal used today.*

## QUALIFIED WOMEN

MANY OF NORTH CAROLINA'S QUALIFIED WOMEN SERVE AS COMMUNITY AND STATE OFFICIALS.

MANY WOMEN ARE INVOLVED IN VOLUNTEER ACTIVITIES. EMPLOYERS SHOULD RECOGNIZE WOMEN'S VOLUNTEER WORK AS VALUABLE EXPERIENCE PREPARING THEM FOR EMPLOYMENT.

A REGISTRY IDENTIFYING QUALIFIED WOMEN IN NORTH CAROLINA WOULD BENEFIT EMPLOYERS AND FEMALE JOB APPLICANTS.

Note: Sources for the charts in the Qualified Women chapter are on page 168.

## "WOMEN IN NORTH CAROLINA POLITICS"

WOMEN ARE CONCERNED AND RESPONSIBLE CITIZENS...

The women in North Carolina outnumber the men in voter registration. In the last election, November 1974, approximately 58% of the total number of registered voters were female (Figure 5-1). Women also serve the people of North Carolina by holding elected offices.

VOTER REGISTRATION:  
(IN NORTH CAROLINA, 1974)

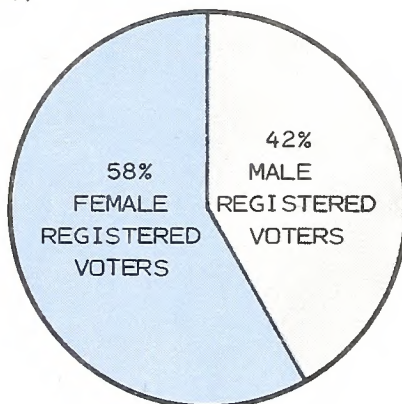


FIGURE 5-1

WOMEN AS ELECTED OFFICIALS:  
(IN NORTH CAROLINA)

FIGURE 5-2

<u>LEGISLATURE (BEGINNING JANUARY 1975)</u>	<u>NUMBER OF WOMEN</u>
NORTH CAROLINA HOUSE OF REPRESENTATIVES	13
NORTH CAROLINA SENATE	2
<u>JUDICIAL SYSTEM (BEGINNING JANUARY 1975)</u>	
CHIEF JUSTICE, SUPREME COURT	1
SUPREME COURT	0
SUPERIOR COURT	0
COURT OF APPEALS	1
DISTRICT COURT	1

NOTE: THE CHIEF JUSTICE OF THE NORTH CAROLINA SUPREME COURT IS THE FIRST WOMAN CHIEF JUSTICE IN THE UNITED STATES.

COUNTY COMMISSIONERS (1974)

NUMBER OF WOMEN  
8

MUNICIPAL OFFICIALS -- ELECTED AND APPOINTED:  
(1973-1974)

MAYORS	4
TOWN COMMISSIONERS	69
TOWN COUNCILMEN	42
ALDERMEN	29
ADMINISTRATIVE ASSISTANTS	8
CLERKS	256
ACCOUNTANTS	18
TREASURERS	23
TAX SUPERVISORS	55
MINORITY HOUSING INSPECTORS	1
MANAGERS	3
ASSISTANT MANAGERS	2
CIVIL DEFENSE DIRECTORS	2
PURCHASING AGENTS	4
DIRECTOR, PUBLIC HOUSING AUTHORITY	6
PUBLIC INFORMATION OFFICERS	3
PLANNING DIRECTORS	1
BUILDING INSPECTORS	1
DIRECTORS OF FINANCE	6
CHIEF INSPECTORS	1

NOTE: FIGURES ARE NOT CALCULATED FOR 1975.

## "VOLUNTEERISM"

Women who volunteer their time and talents to organizations and causes are a tradition in North Carolina and in the nation. Volunteerism flourishes today with a wider scope and more depth than in the past.

Women are involved on every level - from neighborhood concerns to causes of international importance, extending aid of all kinds - political, social, medical, educational, economic, etc. In fact, without the accomplishments of women volunteers, many personal and organizational needs in North Carolina could not be met. Volunteer work affords women valuable experience and knowledge which aid them in other endeavors. However, their experience often is not given the proper recognition by employers and elected officials who are seeking qualified applicants.

Statistics are not available on the number of organizations that benefit from women volunteers or the number of women who do volunteer work. The North Carolina Council of Women's Organizations estimates that their 41 affiliates represent 500,000 women volunteers in North Carolina.<sup>1</sup> (There are about 2,500,000 women in North Carolina). These 500,000 are only part of those women who volunteer their time and expertise to worthwhile causes. Many other women donate hundreds of hours to organizations such as churches, government agencies, Girl Scouts, Red Cross, March of Dimes, PTA's, and Junior Leagues.

Governor Holshouser increased North Carolina's effort to involve more people in volunteer organizations by creating the Governor's Commission on Citizen Participation in April 1974. The commission's goals are:

1. To support a broad base of citizen participation across the state,
2. To recognize and show appreciation for all citizen efforts in behalf of improving the quality of life throughout the state,
3. To stimulate new ideas and efforts across the state on the local community level,
4. To promote the formation of a cohesive network of citizen participation activities in all facets of human services in North Carolina and
5. To gather information concerning all of North Carolina's volunteer programs and to review the coordinated volunteer programs which have been developed in other states.<sup>2</sup>

1. North Carolina Council of Women's Organizations, "Annual Directory of North Carolina Organizations," 1973-74.

2. North Carolina, Department of Administration, Office of Citizen Participation, minutes of commission meeting, July 1974.



## "REGISTRY OF QUALIFIED WOMEN"

The need for increasing educational and employment opportunities for all women has been detailed in the previous pages. Presently there are many women in North Carolina who are qualified to enter the job market or political arena. An easily accessible registry identifying these women in North Carolina would benefit both the applicant and the interviewer, but is not kept in our state for employment purposes.

Below is a list of organizations and offices which receive resumes of women interested in political appointments:

North Carolina Council of Women's Organizations P.O. Box 5097 Raleigh, North Carolina 27607	or	Dr. Ellen Winston Picadilly Road Raleigh, North Carolina
--	----	--

North Carolina Women's Political Caucus Westwood Drive Chapel Hill, North Carolina	or	Flory Glasser 503 Morgan Creek Road Raleigh, North Carolina
---	----	---

Commission on the Education and  
Employment of Women  
P.O. Box 2091  
Raleigh, North Carolina

The following have directories of professional women:

National Civil Service League  
1825 K Street, N.W.  
Washington, D.C. 20006

Federation of Organizations for Professional Women  
1346 Connecticut Avenue, N.W.  
Washington, D.C. 20036

Professional Women's Caucus  
P.O. Box 1057  
Radio City Station  
New York City, New York 10019

## QUALIFIED WOMEN

### Recommendations

The Commission on the Education and Employment of Women recommends:

1. that employers and officials, when considering an application for employment or appointment, recognize the value of the applicant's volunteer work experience and
2. that the County Councils on the Status of Women compile and maintain a roster of qualified women in their area.

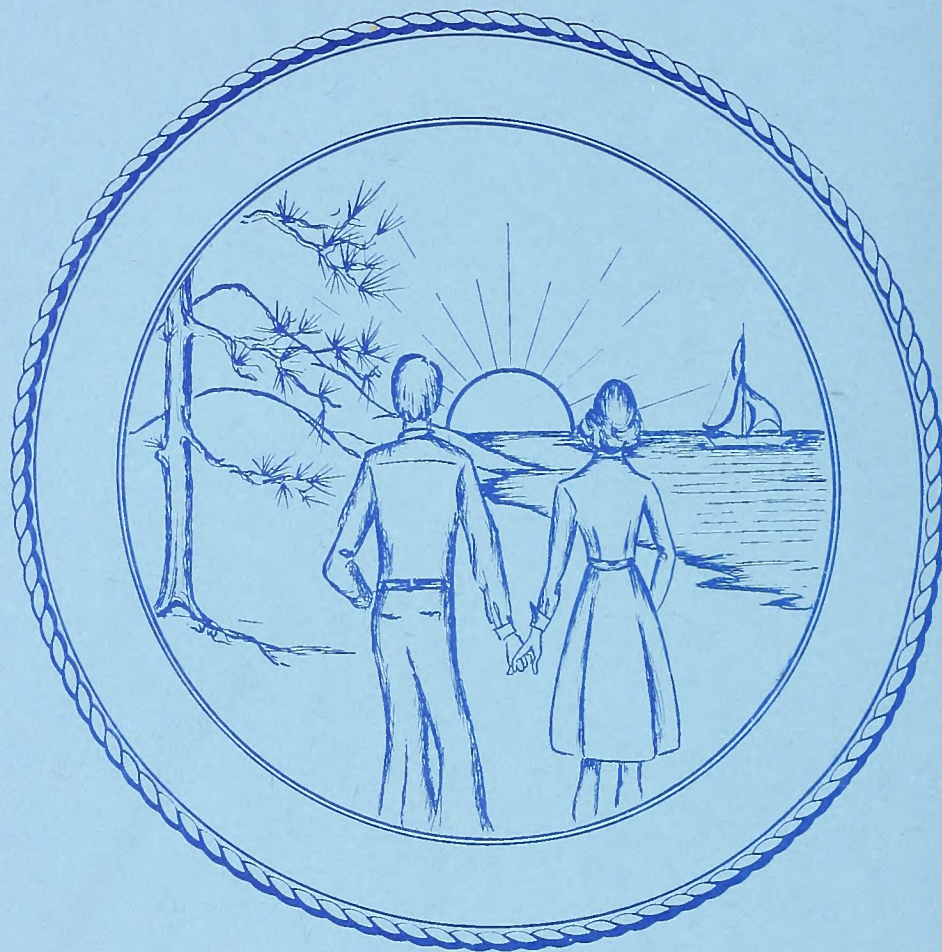
## QUALIFIED WOMEN

### Chart Sources

Figure 5-1 North Carolina, Board of Elections.

Figure 5-2 Numbers on the legislature, the judicial system and county commissioners from North Carolina, Office of the Secretary of State, Publications Divisions, 1974.  
Numbers on municipal officials from North Carolina League of Municipalities, "1973-74 Directory of North Carolina Municipal Officials," no. 159, February 1974.

# STATE GOVERNMENT



The United Nations and the President of the United States have declared 1975 International Women's Year. In keeping with this worldwide movement, Governor James E. Holshouser, Jr. has issued a proclamation declaring 1975 as International Women's Year in North Carolina. To commemorate this historical occasion, the above emblem representing equality, development and peace has been created and adopted by the Commission on Women.

## STATE GOVERNMENT

ONLY ONE-THIRD OF ALL NORTH CAROLINA STATE EMPLOYEES ARE FEMALE.

MOST OF THE FEMALE STATE EMPLOYEES WORK IN CLERICAL OR PARAPROFESSIONAL JOBS.

THE AVERAGE INCOME OF THE MALES IN STATE GOVERNMENT IS HIGHER THAN THAT OF FEMALE GOVERNMENT EMPLOYEES.

RECENT CHANGES IN EMPLOYEE BENEFITS HAVE GIVEN WOMEN MORE OPPORTUNITIES IN THEIR STATE JOBS.

In December 1973, North Carolina state government was required to submit an Ethnic Census Survey to the Equal Employment Opportunity Commission (EEOC). This survey divides all employees by sex and race and then subdivides them by job category, salary range and employment in all major departments. Because past administrations did not keep uniform personnel records, data comparable to the Ethnic Census Survey is not available. As a result, no trends in the employment of women and minorities have been established.

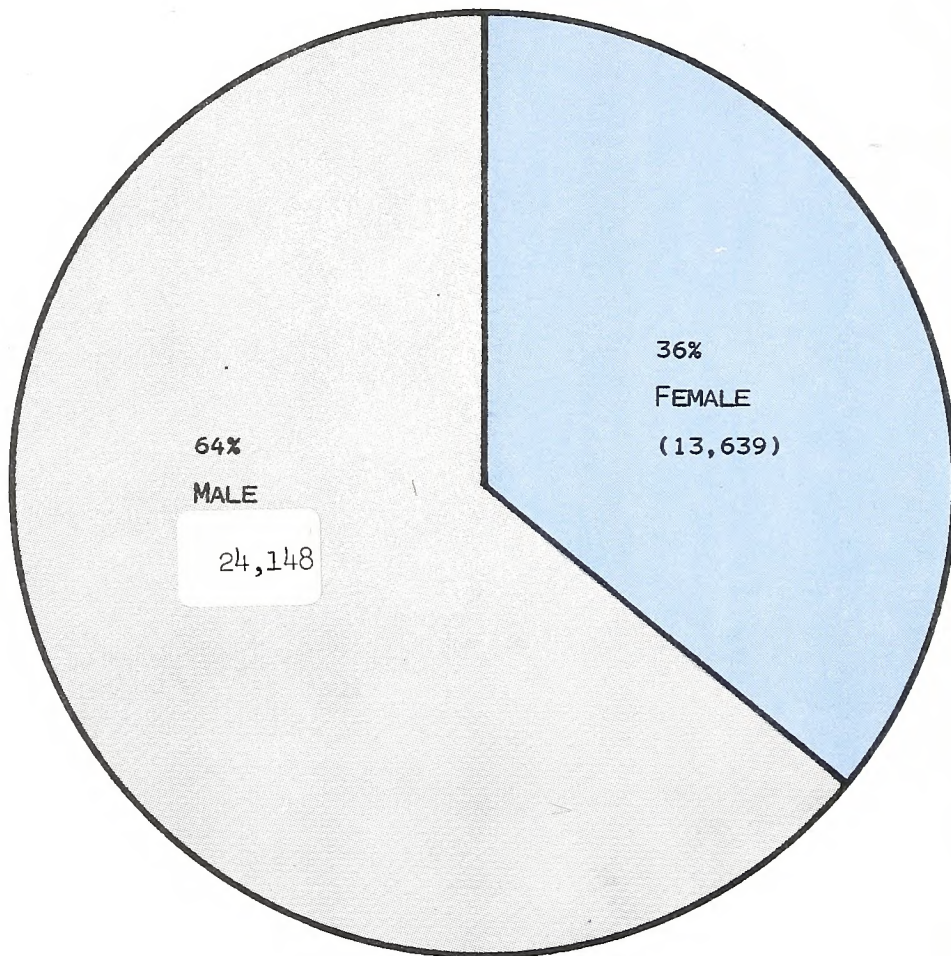
Note: Chart sources for the chapter on State Government are on page 188.

ONE-THIRD OF ALL STATE EMPLOYEES ARE FEMALE...

By June 1974, over 13,000 women were working in North Carolina state government.<sup>1</sup> They comprised 36% of the total work force of state government in 1974, and 35% in 1973 (Figure 6-1).

NORTH CAROLINA STATE EMPLOYEES:  
(BY SEX, 1974)

FIGURE 6-1



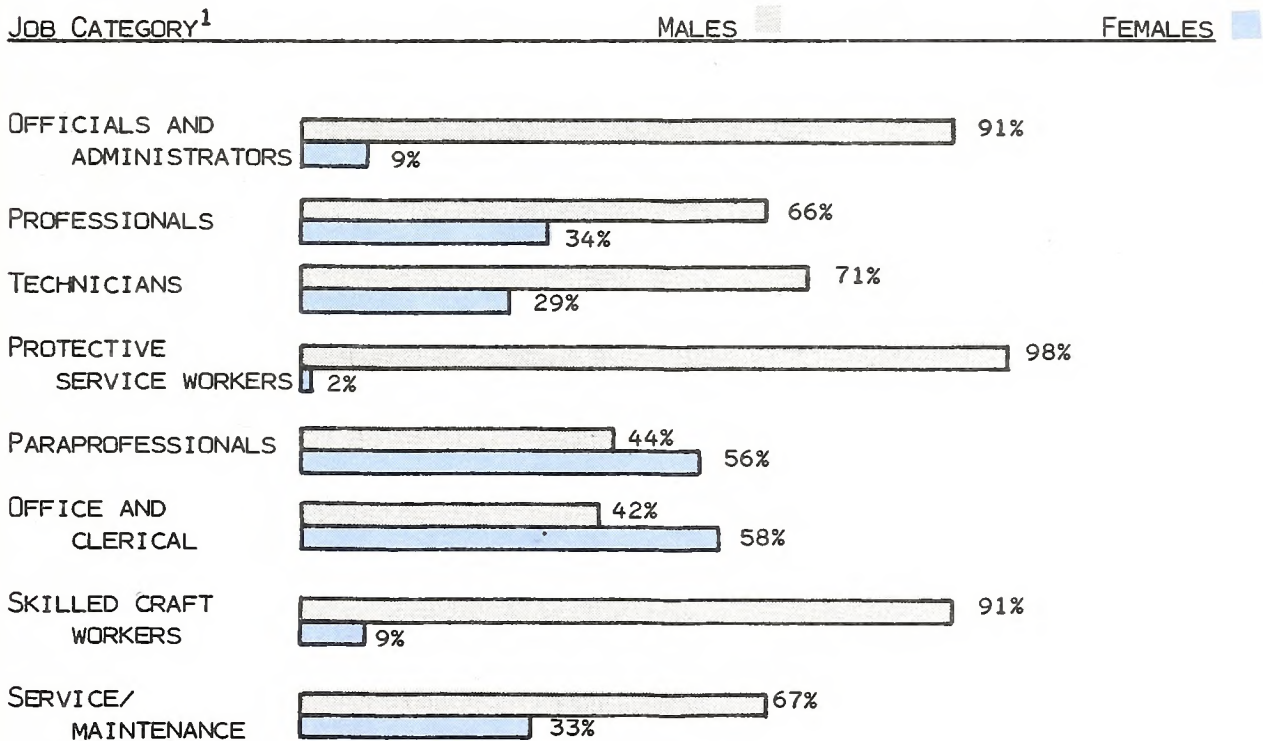
1. Does not include employees of the university system, community college system, public school system or Administrative Office of the Courts.

MORE THAN HALF OF ALL THOSE WORKING IN OFFICE AND CLERICAL AND PARAPROFES-  
SIONAL OCCUPATIONS ARE FEMALE...

While females constituted a majority of the paraprofessional and office and clerical workers, a very small proportion were officials and administrators, protective service workers and skilled craft workers (Figure 6-2).

DISTRIBUTION OF MALES AND FEMALES IN JOB CATEGORIES:  
(IN NORTH CAROLINA STATE GOVERNMENT, 1974)

FIGURE 6-2



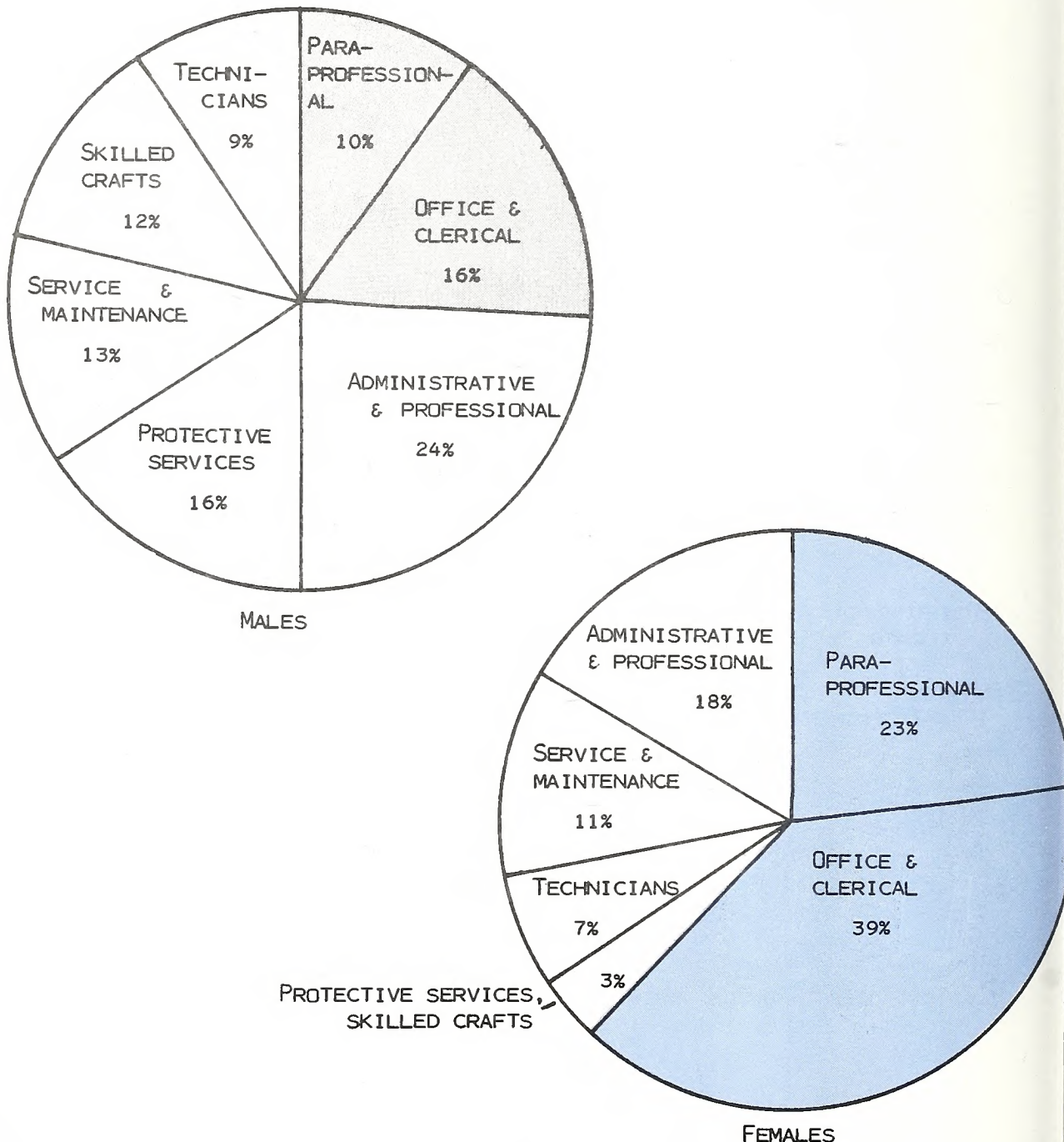
1. See Appendix D for descriptions of job categories.

OF ALL FEMALES WORKING IN STATE GOVERNMENT, 62% ARE IN PARAPROFESSIONAL AND OFFICE AND CLERICAL JOBS, WHILE ONLY 26% OF ALL THE MEN ARE IN THESE JOBS...

Men had a more equal distribution than women across all occupational categories, with a maximum of 24% in any one category (Figure 6-3).

OFFICE AND CLERICAL AND PARAPROFESSIONAL CATEGORIES:  
(BY SEX OF NORTH CAROLINA STATE GOVERNMENT EMPLOYEES, 1974)

FIGURE 6-3





DISTRIBUTION OF FEMALES IN STATE GOVERNMENT DEPARTMENTS:  
(IN 1974)

FIGURE 6-4

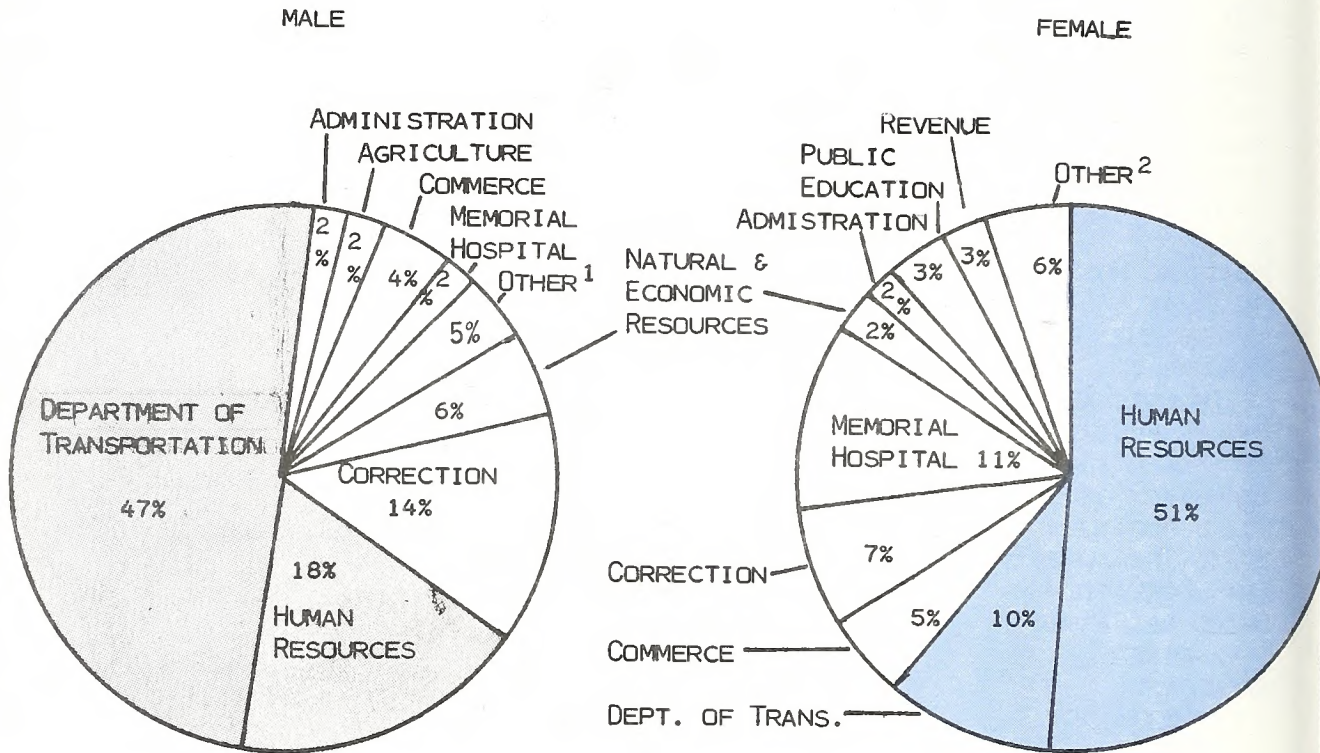
<u>DEPARTMENT</u>	<u>TOTAL NUMBER EMPLOYED</u>	<u>TOTAL NUMBER OF FEMALES</u>	<u>PERCENTAGE OF FEMALES</u>
ADMINISTRATION	794	257	32%
AGRICULTURE	773	178	23%
COMMERCE	1,593	736	46%
CORRECTION	4,432	978	22%
CULTURAL RESOURCES	269	136	51%
HUMAN RESOURCES	11,312	6,964	62%
INSURANCE	122	40	33%
JUSTICE	327	105	32%
LABOR	105	46	44%
MEMORIAL HOSPITAL	1,948	1,522	78%
MILITARY & VETERANS' AFFAIRS	153	77	50%
NATURAL & ECONOMIC RESOURCES	1,446	272	19%
PUBLIC EDUCATION	800	444	56%
REVENUE	661	356	54%
SECRETARY OF STATE	24	17	71%
STATE AUDITOR	78	21	27%
STATE TREASURER	125	95	76%
TRANSPORTATION	12,806	1,377	11%
BOARD OF BARBER EXAMINERS	3	2	67%
BOARD OF COSMETIC ART	<u>16</u>	<u>16</u>	100%
	37,787	13,639	

Females constitute a majority in the following departments:

- Cultural Resources
- Human Resources
- Memorial Hospital
- Public Education
- Department of Revenue
- Secretary of State
- State Treasurer
- Board of Barber Examiners
- Board of Cosmetic Art

CONCENTRATION IN DEPARTMENTS, BY SEX:  
(NORTH CAROLINA STATE GOVERNMENT, 1974)

FIGURE 6-5



The fact that 51% of all the female employees work in the Department of Human Resources, and 47% of the males work in the Department of Transportation (Figure 6-5) may be indicative of sex stereotyping in employment.

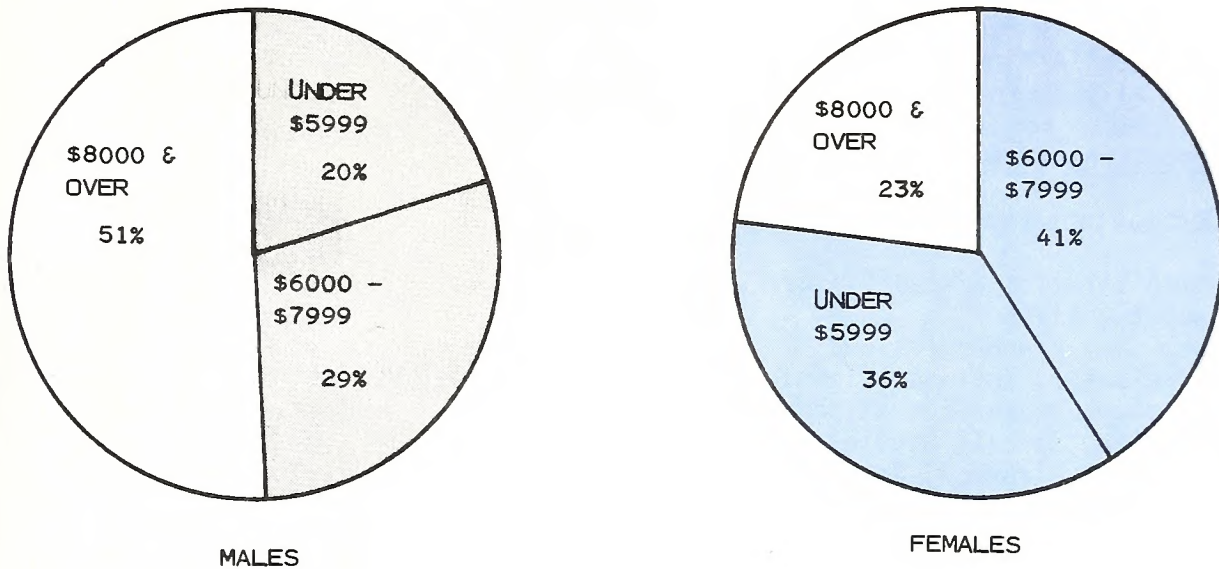
1. Other includes: Cultural Resources, Insurance, Justice, Labor, Military and Veterans Affairs, Public Education, Revenue, Secretary of State, State Auditor, State Treasurer, Board of Barber Examiners...each with 1% or less of all the males in North Carolina state government.
2. Other includes Agriculture, Cultural Resources, Insurance, Justice, Labor, Military and Veterans Affairs, Secretary of State, State Auditor, State Treasurer, Board of Barber Examiners, Board of Cosmetic Art...each have 1% or less of all women in North Carolina state government.

OVER THREE-FOURTHS OF THE FEMALE EMPLOYEES IN STATE GOVERNMENT MAKE LESS THAN \$8,000 A YEAR...

SALARY RANGES UNDER \$8,000:

(BY SEX, OF NORTH CAROLINA STATE GOVERNMENT EMPLOYEES, 1974)

FIGURE 6-6

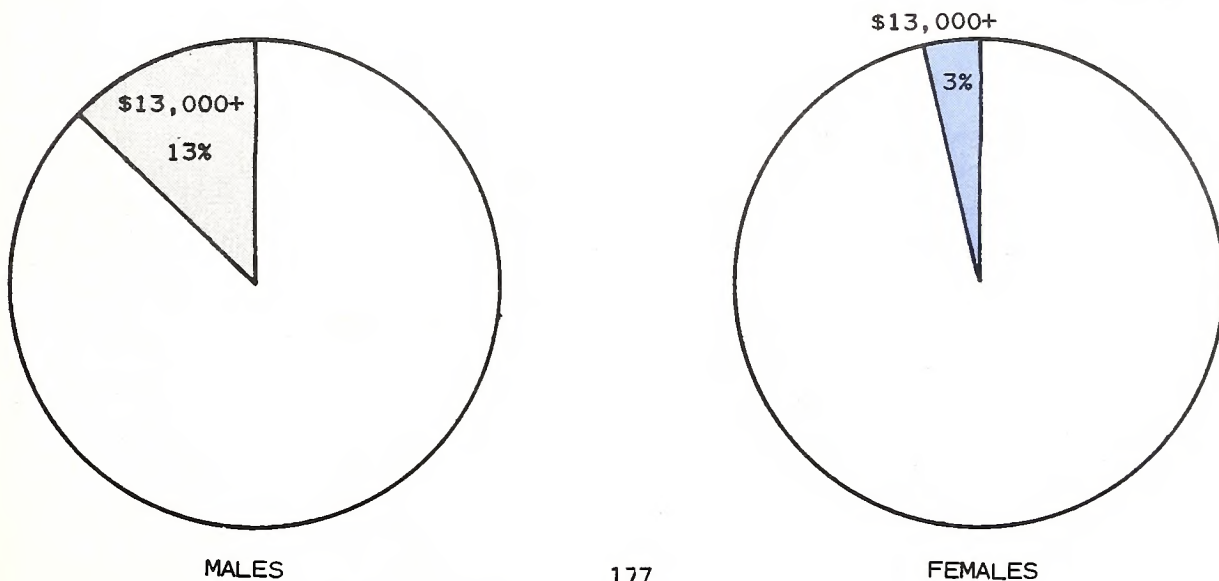


A MALE IN STATE GOVERNMENT IS FOUR TIMES MORE LIKELY THAN A FEMALE TO MAKE OVER \$13,000 EACH YEAR...

SALARY RANGES OVER \$13,000:

(BY SEX, FOR NORTH CAROLINA STATE GOVERNMENT EMPLOYEES, 1974)

FIGURE 6-7



GRADUALLY, WOMEN ARE ENTERING OCCUPATIONS TRADITIONALLY HELD BY MEN...

Despite the problems women face in state government, more capable women now are being recognized and are assuming responsible positions traditionally held by men. The following lists of "first women" show an impressive number of females who are the first of their sex to have jobs exclusively held by males in the past. Most of the "first women" have been hired since 1972. Their breakthroughs are opening occupational categories to other women. Even though many "traditionally male occupations" continue to be held primarily by men, women are being recruited for these positions. Affirmative Action is partially responsible for the "first woman" trend, and as more departments implement Affirmative Action programs, the status of women in state government will improve.

Department of Administration

-Occupations held for the first time by women:<sup>1</sup>

- \*Administration Fiscal Officer
- \*Budget Analyst II
  - Community Planner Trainee
  - Coordinator, Regional Planning, Intergovernmental Relations
  - Director, Indian Education
  - Director, Special Studies
  - Executive Director, Commission on the Education and Employment of Women
- \*Human Relations Specialist I
- \*Personnel Administrator
  - Regional Liaison Officer
  - Senior Policy Development Analyst

-Traditionally male occupations held by women or for which women are being recruited:<sup>2</sup>

- Budget Analyst I
- Budget Analyst Trainee
- Community Development Specialist I, II
- Community Planner Trainee
- Day Care Licensing Analyst
- Day Care Licensing Program Consultant
- Information and Communications Specialist II
- Policy Analyst
- Policy Development Trainee
- Program Area Coordinator

1. Some departments do not have information compiled on "first women"; and therefore are not included. Lists of "first women" are approximate due to differences in record-keeping and departmental structures. Information was compiled in November 1974.

2. Women may not be occupying all of the "traditionally male occupations;" yet the departments are actively recruiting women for the positions.

\* Women were hired for these positions before 1972.

Department of Commerce

-Occupations held for the first time by women:

Deputy Commissioner, Industrial Commission  
Business Officer I  
Alcoholic Beverage Control (ABC)  
Hearings Officer  
Bank Examiner I  
Public Accountants Auditor  
Rehabilitation Director  
Public Utility Complaint Analysts  
Law Clerk

-Traditionally male occupations held by women or for which women are being recruited:

Administration Officer  
Administration Assistants I, II  
Administration Accountant  
Credit Union Examiners  
Savings and Loan Officers  
Workman's Compensation Claims Examiners  
Claims Deputy, Employment Security Commission (ESC)  
Field Representatives, ESC  
Tax Auditor, ESC

Department of Cultural Resources

-Occupations held for the first time by women:

Secretary of Cultural Resources  
Assistant Secretary  
Business Officer  
Duplicating Unit Superintendent I  
Director of Communications  
Historical Publications Administrator  
Historic Sites Specialist II  
Grounds Maintenance  
Historic Site Manager I, II  
Assistant Head Museum Guard  
Administrative Officer II  
Public Information Officer  
Executive Secretary  
Archives and History Assistant

-Traditionally male occupations held by women or for which women are being recruited:

Historic Site Assistant  
Museum Guard

Department of Human Resources

-Occupations held for the first time by women:

Educational Director for the Deaf/Blind  
Mental Retardation Regional Director  
\*Physician Director  
Rehabilitation Workshop Specialist  
\*Behavior Modification Supervisor  
Pharmacist II  
Personnel Technician II  
Volunteer Services Director  
Special Projects Coordinator  
Extension Education and Training Specialist I  
Correction Institution Training Officer  
Health Standards Officer I  
Social Work Consultant I  
Grants Manager  
Purchasing Officer  
Physical Therapist Supervisor  
Assistant Superintendent for Programs  
Medical Records Librarian  
Speech and Hearing Specialist  
Food Service Supervisor  
Staff Assistant for Program Coordinator  
Child Developmental Activities Administrator  
Director of Children and Youth Services  
Laborer  
\*Research Scientist  
Alcoholism Information Specialist  
Regional Mental Health Services Specialist  
Assistant Business Manager  
Cottage Parent Supervisor  
Chief of Nursing Service  
Program Efficiency Specialist  
Director of Staff Development  
Occupational Therapy Supervisor I  
Director of Day Care Center  
Reimbursement Officer  
Chaplain  
\*Dentist  
\*Rehabilitation Therapy Director  
Regional Supervisor, Rehabilitation Services  
Hospital Orderly

\* Women were hired for these positions before 1972.

-Traditionally male occupations held by women or for which women are being recruited:

Rehabilitation Therapist I  
\*Special Training Instructor I, II  
\*Vocational Evaluator  
\*Special Education Teacher  
\*Rehabilitation Counselor  
\*Rehabilitation Counselor in Charge  
Administrative Assistant  
\*Special Education Unit Supervisor  
Psychologist I, II  
Pharmacist I  
\*Mental Health Unit Administrator II  
Admitting Interviewer II  
Physician II  
Psychiatric Resident II, III  
Medical Laboratory Supervisor  
Food Service Director II  
Community Development Specialist  
Administrative Officers  
Psychologists  
Mental Health Administrator  
\*Rehabilitation Program Specialist  
Dietician  
Pharmaceutical Assistant  
\*Health Care Technician  
\*Health Care Assistant  
\*Cottage Parent  
Occupational Therapist

#### Department of Insurance

-Occupations held for the first time by women:

Legal Intern  
Research Aide

-Traditionally male occupations held by women or for which women are being recruited:

\*Insurance Policy and Rate Analyst I  
Insurance Complaint Analyst  
Attorneys I, II

\* Women were hired for these positions before 1972.

## Department of Justice

### -Occupations held for the first time by women:

State Bureau of Investigation (SBI) Agent  
SBI Technical Agent  
Field Auditor  
SBI Agent Trainee  
Research Associate  
Systems Analyst  
Police Information Network (PIN) Field Representative

### -Traditionally male occupations held by women or for which women are being recruited:

Crime Laboratory Analyst  
Fingerprint Identification Technician I, II  
Information and Communication Specialist  
Administrative Assistant  
Attorney I

## Department of Labor

### -Occupations held for the first time by women:

Director of Statistics Division  
\*Director of Private Employment Agencies Division  
Labor Regulations and Safety Field Supervisor  
Assistant Director, Apprenticeship Division

### -Traditionally male occupations held by women or for which women are being recruited:

Occupational Safety and Health (OSHA) Safety Officers  
Labor Regulations and Safety Representatives

## Military and Veteran's Affairs

### -Occupations held for the first time by women:

Fuel and Energy Allocation Assistant  
Assistant Emergency Planning Coordinator  
Veterans Service Officer

### -Traditionally male occupations held by women or for which women are being recruited:

Fuel and Energy Economist  
Extension Education and Training Specialist I  
Administrative Supply Technician  
Mechanics  
Artist Illustrator

\* Women were hired for these positions before 1972.



Natural and Economic Resources

-Occupations held for the first time by women:

Legislative Liaison  
Environmental Engineer I  
Environmental Engineering Technician I, II  
Environmental Technician  
Park Ranger  
Purchasing Officer

-Traditionally male occupations held by women or for which women are being recruited:

Draftsmen  
Administrative Officer  
Information and Communication Specialist  
Assistant Director of Travel and Promotion  
Biologists  
Chemists  
Engineers

Department of Revenue

-Occupations held for the first time by women:

Public Finance Analyst  
Revenue Field Auditor  
Computer Programmer  
Assistant Secretary for Management

-Traditionally male occupations held by women or for which women are being recruited:

Revenue Officer

Secretary of State

-Occupations held for the first time by women:

\*Notary Public Officer

-Traditionally male occupations held by women or for which women are being recruited:

None

Department of Transportation

-Occupations held for the first time by women:

Deputy Secretary, Department of Transportation  
Personnel Specialist  
Administrative Officer

Department of Transportation (Continued)

Roadway Design Engineer  
Cartographer  
Law Enforcement Officer  
Personnel Analyst  
Community Planner  
Community Planning Engineer  
Truck Driver  
Driver's License Hearings Officer  
Highway Traffic and Inventory Analyst  
Chemical Analyst

-Traditionally male occupations held by women or for which women are being recruited:

Highway Office Manager  
Maintenance Yard Foreman  
Highway Engineer  
Right of Way Agent Trainee  
Patrol Telecommunicator  
Vehicle Inspection Officer  
Accountant  
Computer Programmer  
Driver's License Examiner  
Engineering Design Technician  
Draftsman  
Engineering Technician

Treasurer

-Occupations held for the first time by women:

Supervisor, Accounts and Securities Section

Traditionally male occupations held by women or for which women are being recruited:

None

FEMALE APPOINTEES TO BOARDS AND COMMISSIONS ARE INCREASING...

In the past, few women have been appointed to statutory boards and commissions; however, as Figure 6-8 shows, the number of female appointments is increasing gradually. To date, Governor Holshouser has appointed a higher percentage of females than any previous governor.

FEMALE APPOINTMENTS TO STATUTORY BOARDS AND COMMISSIONS:  
(1945 TO PRESENT, BY ADMINISTRATION)

FIGURE 6-8

<u>GOVERNOR AND TERM OF OFFICE:</u>	<u>TOTAL NUMBER OF STATUTORY BOARDS AND COMMISSIONS:<sup>1</sup></u>	<u>TOTAL NUMBER OF APPOINTMENTS AVAILABLE:<sup>2</sup></u>	<u>NUMBER OF MALE APPOINTEES:<sup>3</sup></u>	<u>NUMBER OF FEMALE APPOINTEES:<sup>3</sup></u>	<u>PERCENTAGE OF FEMALES APPOINTED:</u>
ROBERT GREGG CHERRY 1945 - 1949	135	948	1124	100	8%
WILLIAM KERR SCOTT 1949 - 1953	131	936	922	137	13%
WILLIAM BRADLEY UMSTEAD <sup>4</sup> 1953 - 1954	131	828	670	63	9%
LUTHER HARTWELL HODGES 1954 - 1956	120	875	505	73	13%
1957 - 1960	275	1993	1579	175	11%
TERRY SANFORD 1961 - 1965	290	1595	1563	257	14%
DAN K. MOORE 1965 - 1969	224	1649	1435	237	14%
ROBERT W. SCOTT 1969 - 1973	254	1794	1458	275	16%
JAMES E. HOLSHOUSER 1973 - DECEMBER 1974	255	1387	627	175	22%

1. Appointments on nonstatutory boards and commissions were not included in this study.
2. This figure indicates the total number of positions on the various statutory boards and commissions which the governor may fill by appointment.
3. The number of male and female appointments includes those persons who were re-appointed and persons serving on more than one board simultaneously.
4. Note that Governor Umstead died in office; his term of office was completed by Governor Hodges.

EMPLOYEE BENEFITS HAVE BEEN MODIFIED RECENTLY TO GRANT WOMEN MORE OPPORTUNITIES...

### Maternity Leave

Prior to April 1972, a female employee's accumulated annual leave (not to exceed 30 days) was paid to her in a lump sum when she took maternity leave. An employee taking leave for another purpose, such as illness, was allowed to use all accumulated annual leave (which might exceed 30 days).

To prevent discrimination, employees going on maternity leave are now permitted to exhaust accumulated annual leave and thus gain the benefits of other types of leave without pay (i.e., time toward retirement benefits).

Pregnancy and childbirth are now regarded as temporary disabilities. Accumulated sick leave is provided for the actual period of disability caused by pregnancy or childbirth in the same manner as for other temporary disabilities. The employee's physician is requested to determine the period of disability.

Normally, maternity leave may not exceed six months, but it may be extended to 12 months with medical certification.<sup>1</sup>

### Educational Leave

In October 1974, the educational leave policy was revised to enable more state employees to receive further education. Previously, employees were reimbursed for tuition costs under \$50 per academic term for career-related courses. Now the maximum reimbursement is \$80 per academic term.

The amount of reimbursement was based on family income and number of dependents, but reimbursement now is available regardless of income and dependents.

Before the revision, approval for tuition refunds had to come from the Office of State Personnel; but under the new policy, approvals for refunds come from the individual agency personnel offices.

Educational leave with pay is granted to any full-time employee during normal working hours for additional training in a career-related course of instruction to upgrade skills and knowledge. Leave time will be given only for one course each academic term. Extended educational leave without pay will be granted according to the normal leave policy.<sup>2</sup>

1. North Carolina, Department of Administration, Office of State Personnel, North Carolina State Personnel Manual, Sec. 4-13 to 4-13.4, rev. 1972.

1. Ibid., sec. 4-7, rev. 1974.

## STATE GOVERNMENT

### Conclusion

Female employees in state government average a higher annual income than females in the general population, but their income is lower than male government employees. This is explained partly by their heavy concentration in clerical and paraprofessional occupations. Distribution by sex throughout the major departments is indicative of some sex stereotyping. Statistics indicate that some women are beginning to emerge in traditionally male occupations, but the trend is not yet far-reaching.

State government should be committed to encouraging female employees to take full advantage of all educational benefits and to strive for employment equality. An increased emphasis in state government should be placed on effective management development programs that are sensitive to women.

The best vehicle through which these commitments can become a reality is the strong implementation of the approved Affirmative Action plans of each department. In July 1974 Governor James E. Holshouser, Jr. announced an Affirmative Action policy for all of state government. Since then a majority of the departments have initiated Affirmative Action plans, and many have begun implementation of their programs. The opening paragraph of the policy states: "It is a policy of this state to provide all applicants for state employment with equal employment opportunities and to provide current employees with training, compensation, promotions and other attributes of employment without regard to race, color, religion, national origin, sex, age or physical handicap except where sex, age or physical requirements are essential occupational qualifications." This is a powerful document marking the first major effort to assure equal employment opportunities throughout state government. The governor is to be highly commended for his many female appointments to statutory boards and commissions. We seek his continued support for adequate female representation on the state's various boards and commissions.

### Recommendations

The Commission on the Education and Employment of Women recommends:

1. that all agencies of state and local government be urged to maintain their data by sex, race and age and
2. that the Governor's Affirmative Action policy be strongly supported and implemented in all departments of state government.

## STATE GOVERNMENT

### Chart Sources

- Figure 6-1 North Carolina, Department of Administration, "'Ethnic Census Survey," Raleigh, 1974.
- Figure 6-2 Ibid.
- Figure 6-3 Ibid.
- Figure 6-4 Ibid.
- Figure 6-5 Ibid.
- Figure 6-6 Ibid.
- Figure 6-7 Ibid.
- Figure 6-8 The North Carolina Department of Archives and History, Division of Publications published the following sources:
- "Public Addresses and Papers of Robert Gregg Cherry, Governor of North Carolina 1945-1949," ed. David Leroy Corbitt, 1951.
- "Public Addresses, Letters and Papers of William Kerr Scott, Governor of North Carolina 1949-1953," ed. David Leroy Corbitt, 1957.
- "Public Addresses, Letters and Papers of William Bradley Umstead, Governor of North Carolina, 1953-1954," ed. David Leroy Corbitt, 1957.
- "Messages, Addresses, and Public Papers of Luther Hartwell Hodges, Governor of North Carolina 1954-1961," ed. James W. Patton, 3 vols., vol. I, 1954-1956; 1960, 1962, 1963; vol. II, 1957-1958; vol. III, 1959-1960.
- "Messages, Addresses, and Public Papers of Terry Sanford, Governor of North Carolina 1961-1965," ed. Memory Mitchell, 1966.
- "Messages, Addresses, and Public Papers of Daniel Killian Moore, Governor of North Carolina 1965-1969," ed. Memory Mitchell, 1971.
- "Addresses and Public Papers of Robert Walter Scott, Governor of North Carolina 1969-1973," ed. Memory Mitchell, 1974.

# RECOMMENDATIONS

## EDUCATION

The Commission on the Education and Employment of Women recommends:

1. that a thorough, state-wide study of all career counseling services be conducted and
2. that Affirmative Action plans be established in all educational institutions not currently covered by federal law and that existing plans be strongly implemented.

## EMPLOYMENT

The Commission on the Education and Employment of Women recommends:

1. that the General Assembly ratify the Equal Rights Amendment as written and passed by the United States Congress in 1972;
2. that the General Assembly enact anti-discrimination laws, with enforcement power and review mechanisms under a state Equal Employment Opportunity Commission, implemented through the Human Relations Commission and the Commission on the Education and Employment of Women;
3. that Affirmative Action programs be established by employers throughout the public and private sectors;
4. that the state increase its participation in the provision of quality child care services by:
  - a. improving coordination and communication among federal, state and county governments in an effort to make available comprehensive child care services to all who want and need them commensurate with ability to pay,
  - b. conducting a study to determine the need for child care services for state employees,

- c. encouraging private employers to establish child care services within their facilities for employees;
5. that part-time employment, job sharing plans and flexible hour plans be fully utilized by both public and private employers; further, that state government immediately undertake the establishment of these plans on a trial basis.

### SOCIAL CONCERNS

#### "Welfare"

The Commission on the Education and Employment of Women recommends:

1. that the availability of day care facilities for all welfare and low-income persons seeking full-time employment be given high priority by local authorities;
2. that programs which include vocational counseling, job training and job placement for persons on welfare be expanded and
3. that the General Assembly support the reforms introduced by Social Services regarding improved enforcement of child support orders for welfare mothers.

#### "Divorce and Support"

The Commission on the Education and Employment of Women recommends:

1. that criminal protective laws which determine family obligations be written in terms of need, not in terms of sex;
2. that proof of fault required for alimony payments be eliminated and
3. that a legislative committee be appointed to study additional procedural mechanisms for nonsupport complaints such as:
  - a. an administrative procedure to investigate persons who are late or absent with their support payments and
  - b. a family law division within the court system with free legal services available to persons having nonsupport complaints and needing domestic counsel.



## "Illegitimacy, Abortion and Family Planning"

The Commission on the Education and Employment of Women recommends:

1. that a state-wide sex education program be developed and implemented and
2. that the General Assembly re-examine any existing statutes which, in effect, limit a minor's access to family-planning services.

## "Mental Health"

The Commission on the Education and Employment of Women recommends:

1. that further research be undertaken to determine the extent of hidden alcohol abuse among women and that additional public awareness programs be established for that target group;
2. that all state-wide drug prevalence studies be designed to include determination of female participation in drug abuse and
3. that employee assistance programs be considered by both public and private employers; further, that state government immediately undertake the establishment of such a program for its troubled employees.

## "Rape"

The Commission on the Education and Employment of Women recommends:

1. that a thorough, state-wide study of rape in North Carolina be undertaken; further that the legislature grant the Commission on Women additional funds to implement the study and
2. that additional rape crisis centers be established across the state through the County Councils on the Status of Women or through other sources at the local level.

## "Women Offenders"

The Commission on the Education and Employment of Women recommends:

1. that the Department of Correction plan for an increase in educational and employment opportunities for women prisoners by:
  - a. increasing the opportunities for work-release and study-release programs,
  - b. expanding the vocational and educational facilities in the Women's Correctional Institution and
  - c. alleviating inmate discrimination among local employers for work-release programs;
2. that inmates be dispersed throughout the state in smaller facilities;
3. that separate facilities be provided for first offenders under 21 years of age and
4. that a study be conducted on the special needs of women prisoners when plans are made for prison policies, programs and budgets.

## "Juvenile Offenders"

The Commission on the Education and Employment of Women recommends:

1. that the General Assembly and the Department of Correction appropriate and direct more funds to community-based facilities for juvenile delinquents;
2. that the courts, when transferring custody of juveniles, grant top priority to placement in community-based facilities;
3. that comprehensive family planning and birth control information be included in the rehabilitation program of the Division of Youth Development;
4. that the District Attorney's staff be enlarged to provide better legal assistance for juvenile cases;
5. that the General Assembly enact legislation increasing the number of judges based on population so that judges specializing in juvenile cases are available and that the merit selection plan be used to select those judges interested in juvenile law and

6. that the General Assembly enact legislation requiring that counsel be available for minors at both the time of arrest and the initial hearing.

## LEGAL AND ECONOMIC CONCERNS

### "Credit"

The Commission on the Education and Employment of Women recommends:

1. that the General Assembly provide funds for the Commission on the Education and Employment of Women to work with the Attorney General, in order to:
  - a. issue guidelines to serve as a model for nondiscriminatory credit practices,
  - b. encourage all lending institutions and extenders of credit to examine credit practices that are discriminatory and
  - c. investigate complaints of credit discrimination;
2. that notice be given to the applicant by the credit agencies within a reasonable time stating the reasons for denial of credit and
3. that North Carolina's anti-discrimination credit law be prominently displayed in all lending institutions.

### "Tax"

The Commission on the Education and Employment of Women recommends:

1. that the General Assembly study the present state tax laws to determine how these laws affect women in North Carolina, including, but not limited to:
  - a. tax laws which discriminate against women,
  - b. plans which allow state tax credits or tax deductions for day care costs to the parent and
  - c. plans allowing state tax credits for businesses which provide child day care for employees, and

2. that the United States Senators and Congresspersons from North Carolina study the federal tax structure and make changes:
  - a. to allow full Social Security benefits to married working women,
  - b. to allow full day care deductions for working women with children; or to allow reasonable tax credits for day care expenses and
  - c. to allow tax credits to businesses which provide day care for employees.

### "Insurance"

The Commission on the Education and Employment of Women recommends:

1. that the General Assembly appoint a committee to join the Womens' Task Force of the Department of Insurance and the Commissioner of Insurance and study legislation to:
  - a. provide equal access to all types of insurance,
  - b. measure premiums which reflect risk, not prejudice,
  - c. change outdated or arbitrary sex classifications to classifications with a relevant basis,
  - d. implement measures which discourage discriminatory treatment by agents and others dealing with the applicant,
  - e. eliminate discrimination due to the marital status of the applicant or policy holder,
  - f. provide comprehensive medical coverage for all needs, including maternity benefits, regardless of age or marital status and
  - g. provide disability insurance which includes coverage for pregnancy.

## "Labor Standards"

The Commission on the Education and Employment of Women recommends:

1. that a joint committee, including representatives from labor, management, the Department of Labor, the Employment Security Commission, State Personnel and the Commission on the Education and Employment of Women be appointed by the Governor to study present labor policies which affect women and to consider the following:
  - a. seniority rules which reflect recognition of child rearing as a service to the family and community, deserving employment allowances as does military service,
  - b. maternity protection for employed women and
  - c. laws and regulations which protect male and female employees, but do not have the effect of reducing benefits, compensation or promotion.

## "Homemakers and Domestic Workers"

The Commission on the Education and Employment of Women recommends:

1. that state laws extend unemployment benefits to all domestic workers and
2. that unemployment benefits be granted for a period of six months to women legally separated or divorced from their spouses.

## "Inflation and Recession"

The Commission on the Education and Employment of Women recommends:

1. that the United States Senators and Congresspersons from North Carolina, after studying the economic effects of inflation and recession on women, support economic programs which provide for the economic recovery of women workers and
2. that the North Carolina General Assembly recognize the special plight of women in North Carolina during periods of economic strain and consider action which will aid both men and women adversely affected by the state of the economy.

### QUALIFIED WOMEN

The Commission on the Education and Employment of Women recommends:

1. that employers and officials, when considering an application for employment or appointment, recognize the value of the applicant's volunteer work experience and
2. that the County Councils on the Status of Women compile and maintain a roster of qualified women in their area.

### STATE GOVERNMENT

The Commission on the Education and Employment of Women recommends:

1. that all agencies of state and local government be urged to maintain their data by sex, race and age and
2. that the Governor's Affirmative Action policy be strongly supported and implemented in all departments of state government.

# ACKNOWLEDGMENTS

The Commission on the Education and Employment of Women expresses its sincere gratitude to the Honorable Members of the General Assembly, Governor James E. Holshouser, Jr. and the Department of Administration for the unprecedented support they have shown this commission and the women of North Carolina.

We would like to acknowledge the following departments and agencies of state government that have generously responded to our requests for assistance:

Department of Administration  
Secretary Bruce A. Lentz  
Office of State Personnel, Director Al Boyles  
Child Day Care Licensing Board  
The North Carolina Drug Authority  
Human Relations Commission  
Manpower Council

Administrative Office of the Courts  
Director Bert Montague

Department of Commerce  
Secretary W. Scott Harvey  
Employment Security Commission

Department of Correction  
Secretary D. L. Jones  
Division of Research and Planning  
Commission on Sentencing, Criminal  
Punishment and Rehabilitation

Department of Cultural Resources  
Secretary Grace J. Rohrer  
North Carolina State Library

Department of Education  
Community Colleges  
President Ben E. Fountain, Jr.  
Public Instruction  
Superintendent H. Craig Phillips  
Research Division

District Attorney of 10th Judicial District

State Board of Elections  
Director Alex K. Brock

Department of Human Resources  
Secretary David T. Flaherty  
    Division of Mental Health Services  
        Alcoholism and Drugs  
        Statistics and Program Analysis  
    Division of Social Services  
        Reports and Program Analysis

Department of Insurance  
Commissioner John Randolph Ingram  
    Consumer Insurance Information Division

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# APPENDIX

## APPENDIX A

### Description of Occupational Categories

Professional, technical - Includes architects, engineers, doctors, nurses, teachers, lab technicians, social scientists, life and physical scientists.

Managerial, administrative (except farm) - Salaried managers in government.

Sales - Retail, wholesale, insurance, real estate and door-to-door.

Clerical - Stenographers, typists, secretaries, office machine operators and computer operators.

Craftworkers - Includes carpenters, brickmasons, electricians, plumbers, metalworkers, mechanics, repairpersons, transportation and public utilities craftspersons.

Operatives - Semi-skilled work, such as assembling in factories, driving trucks and operating machinery.

Non-farm laborers - Low skill manual labor, mainly in trucking, warehousing, construction and manufacturing.

Farm managers, laborers, foremen - Self-explanatory.

Service workers - Includes law enforcers, practical nurses, food service workers, attendants in hospitals.

Private household - Domestic workers.

## APPENDIX B

All data from the "Public Use Sample" of 1970 were obtained from computer tapes provided by the U.S. Bureau of the Census. The sample was extracted from the 1/1000 samples by the Department of Sociology and Anthropology, North Carolina State University.

The population described is that of North Carolina residents who were between the ages of 14 and 65 in 1970 (ie., they comprised the eligible labor force). The size of the total sample studied included 6,696 persons: 49.3% were male, and 50.7% were female.

The analysis of data deals primarily with comparisons of income, occupation, education and marital status for males and females of North Carolina. Computerized analysis through the use of the Statistical Package for the Social Sciences (SPSS-H) permitted cross tabulation of the variables and more detail-breakdown of the more important relationships between these variables.

APPENDIX C

Multiple Linear Regression Estimates of Individual Incomes for Males and Females at Different Educational Levels Across Occupational Categories in North Carolina, 1970<sup>5</sup>

Years of Education	Professional Technical <sup>3</sup>		Managers Administrators <sup>4</sup>		Sales <sup>3</sup>		Clerical <sup>4</sup>		Services <sup>3</sup>		Operatives, Craftspersons, Laborers <sup>3</sup>		Household	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F
8 Years	\$ 4,931	\$2,443	\$ 8,549	\$2,815	\$ 5,063	\$1,495	\$4,703	\$3,137	\$3,813	\$1,909	\$4,568	\$3,016		
12 Years	\$ 7,747	\$4,015	\$10,817	\$5,083	\$ 7,711	\$2,359	\$4,995	\$3,429	\$4,793	\$1,937	\$5,196	\$2,868		
16 Years	\$10,563	\$5,587	\$13,085	\$7,351	\$10,359	\$3,223	\$5,287	\$3,721	\$5,773	\$1,965	\$5,788	\$2,684		
17 +	\$11,267	\$5,980	\$13,652	\$7,918	\$11,021	\$3,439	\$5,360	\$3,794	\$6,018	\$1,972	\$5,936	\$2,638		
Explained Variance <sup>1</sup> =	.19		.16		.24		.07		.16		.07			
Beta Weights <sup>2</sup>														
Years of Education =	.28		.23		.27		.05		.22		.13			
Sex by Years of Education =	-.37		xxx		-.41		xxx		-.43		-.27			
Sex =	xxx		-.29		xxx		-.26		xxx		xxx			

Insufficient number of males for analysis.

xxx - Influence of variable diminished by influence of other variables.

APPENDIX C (Continued)

Computing formula:  $Y = a + bx_1 + bx_3$

Sex = Male = 0  
 Female = 1

Professional & Technical

$$Y = -\$701 + \$704 (\text{years of education}) + (-\$311)(\text{sex*years of education})$$

Sales

$$Y = (-\$233) + \$662 (\text{years of education}) + (-\$446)(\text{sex*years of education})$$

Service Excluding Household

$$Y = \$1853 + \$245 (\text{years of education}) + (-\$238)(\text{sex*years of education})$$

Craftspersons, Operatives, Laborers

$$Y = \$3420 + \$148 (\text{years of education}) + (-\$194)(\text{sex*years of education})$$

Computing formula:  $Y = a + bx_1 + bx_2$

Sex = Male = 0  
 Female = 1

Managerial, Administrative

$$Y = \$4013 + \$567 (\text{years of education}) + (-\$5734)(\text{sex})$$

Clerical

$$Y = \$4119 + \$73 (\text{years of education}) + (-\$1566)(\text{sex})$$

1. Explained variance - The amount of total variation (i.e., income) in the dependent variable that is attributable to the influence of the pool of independent variables.
2. Beta weights - Indicate how much change in the dependent variable (income) is produced by a standardized change in one of the independent variables when the others are controlled (or held constant). H. M. Blalock, Social Statistics, McGraw-Hill Book Company, Inc., 1960, p. 345.
3. Income as a result of the effect of sex depending upon the level of education (interactive effect). See computing formulas, p
4. Income as a result of the effect of sex independent of education level (additive effect).
5. U. S. Bureau of the Census, Census of Population: 1970, "Public Use Sample 1/1000," U. S. Government Printing Office, Washington, D. C.

## APPENDIX D

### Description of Job Categories

**Officials and Administrators:** Occupations in which employees set broad policies, exercise responsibility for policy execution, or direct an agency's operations or provide consultation. Includes: department heads, division chiefs, directors, controllers, examiners, wardens, superintendents, unit supervisors, sheriffs, police and fire chiefs and inspectors.

**Professionals:** Occupations which require specialized and theoretical knowledge. Includes: personnel, labor relations and social workers, doctors, psychologists, registered nurses, economists, dieticians, lawyers, system analysts, accountants, engineers, employment counselors, teachers, police and fire captains and lieutenants.

**Technicians:** Occupations which require a combination of basic scientific or technical knowledge and manual skill. Includes: computer programmers and operators, draftsmen, surveyors, licensed practical nurses, photographers, radio operators, technical illustrators, technicians (medical, dental, electronic, physical sciences) assessors, inspectors and police and fire sergeants.

**Protective Service Workers:** Occupations in which workers are entrusted with public safety, security and protection from destructive forces. Includes: police patrol officers, fire fighters, guards, deputy sheriffs, correctional officers, detectives and harbor patrol officers.

**Paraprofessionals:** Occupations in which workers perform some of the duties of a professional or technician in a supportive role, which usually require less formal training and/or experience normally required for professional or technical status. Includes: library, research and recreation assistants, child support workers, police auxiliary and welfare service, medical and homemakers aides.

**Office and Clerical:** Occupations in which workers are responsible for internal and external communication, recording and retrieval of information and other paper work. Includes: bookkeepers, office machine operators, clerk-typists, stenographers, court transcribers, statistical clerks, dispatchers, license distributors and payroll clerks.

**Skilled Craft Workers:** Occupations in which workers perform jobs which require manual skill and a thorough knowledge of the processes involved. Includes: mechanics, electricians, heavy equipment operators, stationary engineers, skilled machining occupations, carpenters, compositors and type-setters.

**Service/Maintenance:** Occupations in which workers perform duties which result in or contribute to the comfort, convenience, hygiene or safety of the general public or which contribute to the upkeep and care of buildings or grounds. Includes: laundry and dry cleaning operatives, drivers, garage laborers, custodial personnel, gardeners, refuse collectors and construction laborers.







